john bradford

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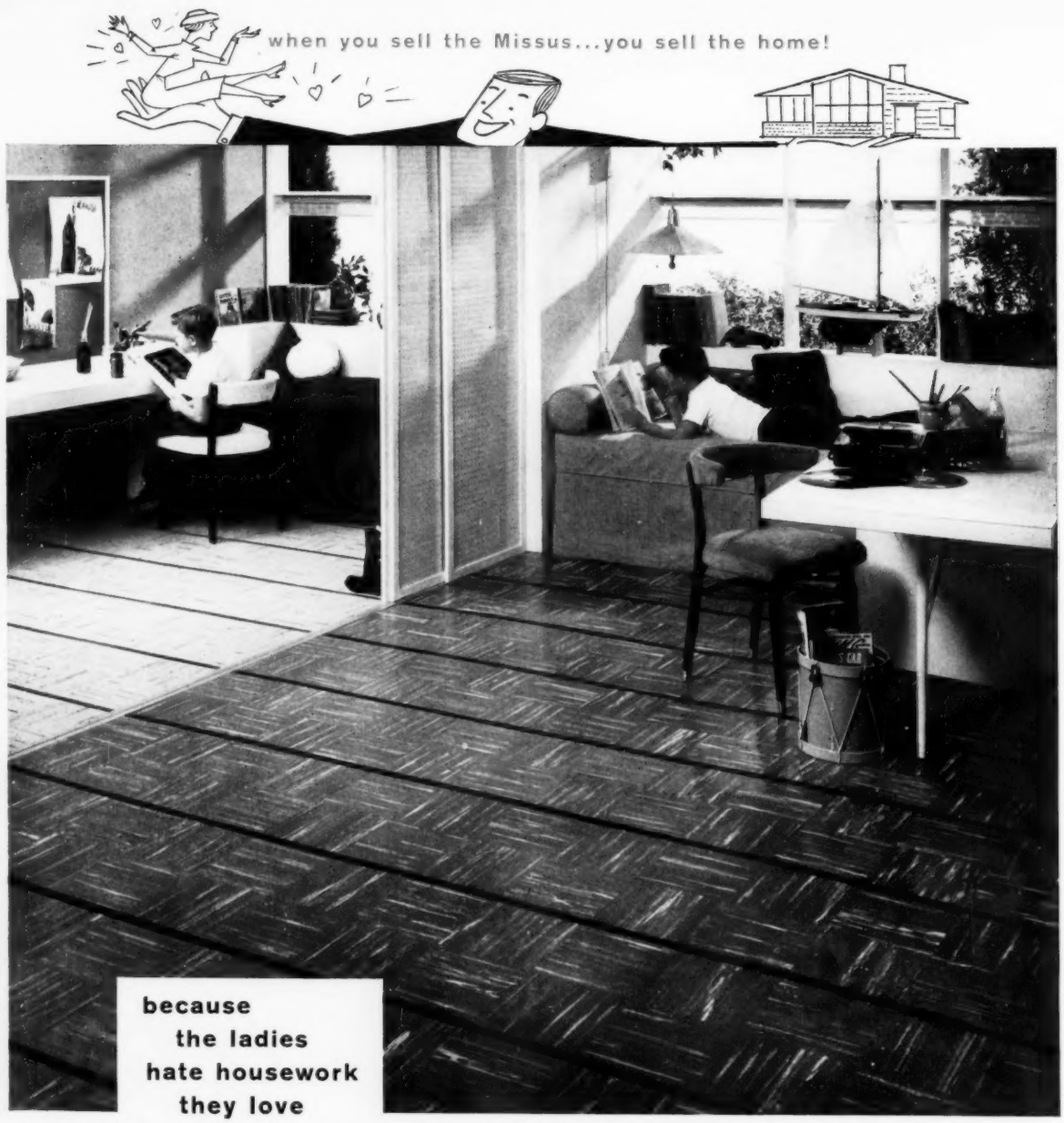
TROUBLED AND TROUBLESOME FAMILIES

APRIL 1957

JOURNAL OF HOUSING



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JOURNAL OF HOUSING

April 1957
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Publication of the
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John D. Lange, Executive Director

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Pittsburgh cooperates in relocation of "troubled" families *page 124*

Chicago experiments with "point of entry" method *page 127*

Detroit works on "problem area" to reach problem families *page 131*

Portland, Maine health official proposes "hard core" family program *page 135*

Birmingham suggests "pampering" the good tenant *page 137*

Personals

LEE F. JOHNSON

"Despite published reports to the contrary, Lee F. Johnson is continuing as executive vice-president of the National Housing Conference."

That was the official word in March from Ira Robbins, NHC chairman and executive vice-president of the Citizens Housing and Planning Council of New York. Thus the rumor that had been out since January that Mr. Johnson was leaving NHC was quieted. It was acknowledged that early in the year Mr. Johnson, for personal reasons, had requested to be relieved of his duties. But at an NHC board meeting last month, Mr. Robbins said: "In light of Mr. Johnson's long experience and outstanding record of leadership in the movements for urban renewal and for more and better housing for families in all income groups, the board of directors . . . unanimously declined to accede to Mr. Johnson's request. Instead, it voted to raise funds to obtain additional staff assistance . . . so that Mr. Johnson can concentrate on legislative matters on a full-time basis."

ARCHITECTURAL EVALUATION

of large-scale urban housing has been made possible by a $2400 award to **Samuel Ratensky,** planning director of the New York City Housing Authority, and **Richard W. Snibbe,** private architect, by the New York chapter of the American Institute of Architects. Mr. Snibbe will study selected projects in the United States and Mr. Ratensky will concentrate on housing in Europe, after which they propose to coordinate their findings and come up with an evaluation, both in terms of architectural quality and in terms of a pattern for urban living. The researchers have been offered additional grants of $1200 each to encourage completion of the project in one year.

MARIE McGUIRE,

executive director of the San Antonio housing authority, has been named to the board of the Texas Gerontological Society. Another reflection of the San Antonio authority's interest in the aged is a proposed federally-aided low-rent project for the elderly that is to include a Golden Age Center, to be operated with the cooperation of local welfare agencies (see March JOURNAL, page 90).

GINETTE MURPHREE,

tenant selection supervisor of the Greater Gadsden Housing Authority, has been named Gadsden's "Woman of the Year, 1956." Among the "beyond the call of duty" activities that played a part in winning the distinction for Mrs. Murphree was her sponsorship of many activities designed to provide a more well-rounded life for low-income families living in the housing authority's six projects: she organized tenant activity clubs, activities for pre-school children, and discussion groups in civil defense, mental health, and nutrition; she sponsored a TB clinic at one project and every resident was X-rayed; she organized a kindergarten to permit the mothers of 40 project children to seek employment. "In addition to the organized services," a local newspaper noted, "there were many demands on her time and resources for counseling families and individuals." Mrs. Murphree was nominated for the honor by the Gadsden branch of the American Association of University Women, which she has been serving as president.

FRANZ J. VIDOR,

formerly director of the housing bureau of the Baltimore health department, has accepted the position of assistant director of the city's newly organized regional planning council. He made the change following the transfer of the housing bureau to the Baltimore Urban Renewal and Housing Agency, which was created in an administrative overhaul undertaken recently to spur urban renewal progress (see January JOURNAL, page 16).

SAMUEL J. CULLERS,

formerly principal planner for the Hartford Redevelopment Agency, has been appointed assistant director for that agency.

THE HOUSING-WELFARE BOND

is exemplified in the shift of three Houston housing authority staff members into the welfare field: **Thomas Booker, Jr.,** formerly executive director of the authority, is now associate executive secretary of the Texas State Welfare Association, with headquarters in Austin; **Leal Schurman,** management supervisor, has taken the post of director with San Antonio's new department of public welfare; and **Oliver Cole,** who had been Mr. Booker's assistant, has joined the state department of public welfare as area supervisor in Marshall.

CHICAGO HOUSING AUTHORITY

staff changes made recently include:

Herman C. DuVall, recently retired lieutenant colonel of the United States Army, was named assistant executive director, effective March 4. He succeeds Boyd L. Gillilan, who is being transferred to the authority controller's office. Mr. DuVall spent the last three years in Augsburg, Germany, where he was responsible for housing some 3000 Americans. His work included complete management of 2000 units, as well as responsibility for fire and police protection, sanitation, and community facilities.

Kathryn M. Kula has been named general counsel. She has been associated with the authority's legal staff since 1948 but is at present in Europe, having taken leave of absence from her post as first assistant general counsel last September to study social legislation in England on a Fulbright scholarship; she is expected to return early next month. Known as one of the youngest attorneys ever to appear before the Illinois supreme court, Miss Kula succeeds Von Allan Carlisle, who resigned from the authority early this year.

John A. Cameron, who for the past 15 years has been associated with private architectural and engineering firms in Chicago, has been appointed chief of the technical division, to succeed J. W. Hasskarl. Mr. Hasskarl was advanced to assistant director of development last October, after having headed the technical division since 1953. In his new post, Mr. Cameron will be responsible for specifications and plans issued to bidders on new construction and for engineering work relative to maintenance of existing projects.

WAYNE GOLDEN

was appointed to the newly created post of director of urban renewal for Austin, Texas, effective February 7. Mr. Golden, who since 1955 had been with the engineering and planning firm of Cotton and Golden and Associates, is a former chief of Austin's planning administration division and worked for six years on the city planning and engineering staff.

EMIL G. HIRSCH

on April 1 became assistant director of the Cook County Housing Authority. Mr. Hirsch, a NAHRO member for more than a decade, went to the Cook County agency from the Office of the Housing and Redevelopment Coordinator of Chicago, which is to be eliminated in accordance with recently announced changes in the administration of the city's renewal activities (see January JOURNAL, page 16). Mr. Hirsch joined the coordinator's

(Continued column one, page 114)

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Our staff took advantage of the offer made by your representatives and as a result we were subsequently furnished a complete master catalogue for use by our purchasing section as well as a separate catalogue prepared specificaly for each of the various projects.

I am aware of the tremendous amount of time and effort that must have been devoted to the assembly and preparation of this material in order to develop such a fine finished product.

On behalf of my staff and myself I wish to express our sincere thanks to your organization and all the personnel who contributed of their time and effort to the production of these fine time-saving catalogues. Please be assured that full advantage will be taken of these very helpful tools.

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W. B. Kean
Executive Director

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PERSONALS—

(Continued from page 112)

office about a year ago, after having been with the Chicago Housing Authority since 1940, where he served for a number of years as director of public information. His Cook County appointment follows the naming last summer of a long-time member of NAHRO's Board of Governors, Paul S. Freedman, as executive director of the authority (see August-September 1956 JOURNAL, page 269).

MARY LOU SHERER
of the Seattle Housing Authority's High Point project is the author of a children's book that has been accepted for publication next fall by the Wilcox and Follet Company. Drawn from her experiences and observations while living in China and Korea, the book, *Ho Fills the Rice Barrel*, tells the story of a small Formosan boy who works in the camphor industry with his family.

H. M. SMOTHERS,
senior clerk of the Detroit Housing Commission, in February was presented a $100 check by Mayor Cobo as one of 12 municipal employees to receive top awards given annually for suggestions that show the city how to save money, or how to provide greater safety and better service to the community. Mr. Smothers' honors came as a result of his idea for collecting money owed by former public housing tenants; he qualified for the "big money" by first winning $25. It has been estimated that the suggestions of the top 12 winners in the 1956 competition have resulted in savings to the city of some $25,000.

Marie Riesterer, secretary to housing commission director-secretary Harry Durbin, may be the next commission employee to hit the "big money" in the city-sponsored suggestion contest. Miss Riesterer in January won $25 for developing a time- and money-saving form for recording telegrams and long distance telephone calls, automatically qualifying her for the larger awards for 1957. At the end of the year, all suggestions accepted during the previous 12 months are reviewed and around 10 are selected for the big prizes, which can range up to $250.

RICHARD STEINER NAMED URA COMMISSIONER

Richard L. Steiner on April 2 was officially named commissioner of the Urban Renewal Administration. Mr. Steiner had been serving as acting commissioner since the resignation last fall of James Follin (see August-September 1956 JOURNAL, page 269).

In announcing the appointment, Albert Cole, Housing and Home Finance Agency administrator, said: "Mr. Steiner is recognized nationally as one of the ablest professional men in the field of city planning and urban renewal. He has devoted his life—both his years of higher education and his experience since—to this field and his work with this agency has shown this recognition to be well merited."

Mr. Steiner's move upward in the national housing agencies started in May 1954, when he became deputy director of HHFA's old Division of Slum Clearance and Urban Redevelopment. In December of that year, when DSCUR was abandoned in favor of the URA, Mr. Steiner became deputy commissioner.

Prior to going with DSCUR, Mr. Steiner for eight years was director of the Baltimore Redevelopment Commission and played an important role in helping that city to develop a full-fledged program of attack on slums: he was also instrumental in making Baltimore one of the first cities in the nation to participate in the federal urban redevelopment program under Title I of the 1949 housing act. His earlier experience included planning positions with the federal government, the Connecticut highway department, and the Lexington, Massachusetts planning board.

Mr. Steiner participated in NAHRO's 1956 Annual Conference, in the "Federal Officials Meet Their Customers" session (see December 1956 JOURNAL, page 428). Prior to going into federal service, he was active in Association affairs, having served as a member of the Board of Governors and having been a leader in the establishment of the Redevelopment Section.

Other Federal Appointments

A few days after he officially became commissioner, Mr. Steiner announced the appointment of Sid Jagger, formerly special assistant to Administrator Cole, as assistant commissioner for operations in the URA. Mr. Jagger succeeds Harold S. Alderfer, who recently resigned. Mr. Jagger's new duties will involve liaison on program matters between the central URA office and the regional offices. He also will be responsible for coordinating URA operations with those of other HHFA constituents and for final processing of applications for federal assistance submitted by communities.

A former Kansas State legislator, Mr. Jagger joined HHFA in its Fort Worth office in early 1955 and later that same year was advanced to special assistant to the administrator.

On another federal agency front, Walker Mason has been drafted from the field of big business to take the post of deputy administrator of HHFA. A native of St. Louis, now residing in Providence, Mr. Mason has a long history of executive-rank affiliations with big companies. He is also a former chairman of the Providence Community Fund; trustee of Rhode Island Hospital and the Peoples Savings Bank; and he holds directorships in numerous companies. During World War II, he was with the War Production Board in Boston, where he served successively as deputy regional director and then regional director.

"Mr. Mason has precisely the talents required for the position of deputy administrator," Mr. Cole said in announcing the appointment. "As a successful business man and also a civic leader, he has had wide administrative and executive experience. I look for him to play a constructive part in the challenging tasks that lie ahead for the housing agencies."

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Letters to the Editors

WRONG IMPRESSION CORRECTED

I am concerned that the "News Notes" item in the February 1957 issue of the JOURNAL on the Department of Labor's 1956 survey of characteristics of new housing may leave some erroneous impressions. I wonder if you will be able to follow it up with another statement.

The bureau of labor statistics of the United States Department of Labor initiated and has been conducting studies of basic characteristics (size, structural characteristics, and selling price) of new housing nationally and in the four broad regions since 1954. A few private firms provided some funds for the project in 1955 in return for questions on some specific building materials used, such as number of bricks, type of doors, windows, and window frames.

The 1956 survey covered many more materials items than the 1955 study, as well as some additional general questions, for which The Producers' Council group, the National Association of Home Builders, and a few other organizations paid. However, the survey of the basic characteristics that has been accomplished along with the bureau's annual statistical study of the use of residential building permits has been sponsored and paid for by the bureau of labor statistics.

I am enclosing a release summarizing the results and a set of detailed tables. The enclosed reprints of articles published in the February 1956 issue of *Construction Review* and the July 1956 issue of the *Monthly Labor Review* illustrate the bureau's use of the data in economic analysis. An article based on the 1956 results will appear in the April 1957 issue of *Construction Review* and a comprehensive bulletin will go to press in the summer.

Arnold E. Chase, Bureau of Labor Statistics, Washington, D. C.

CODE ENFORCEMENT CHAMPIONED

The caption in the February JOURNAL "Code Enforcement, Yes—But" over Dorothy Day's troubles in New York seems to me to reflect again the old attitude of professional housers toward code enforcement, appearing now at a time when they seem to be anxious to adopt code enforcement as their own baby.

For years we've heard the skeptics say "Code enforcement, yes—but." . . But how much does it cost the tenant? But how much does it hold up? But does the tenant appreciate it? But doesn't it just give the real estate people a chance to use it as a phony answer to public housing? But isn't it too hard on the occupant-owner, or charitable organizations?

Can't we get on with the business and recognize once and for all that code enforcement is a vital ally of all those interested in good housing. Certainly it has its problems. We in Baltimore recognize that quite well but we've also found that problems can be solved in time, given an adequate amount of faith.

This is no hard boiled reaction to Miss Day's plight. I have followed her own personal accounts of the matter very closely, which have been very fair, as I believe she always is. But granting that there may have been room for a little more flexibility in the New York regulations, your last sentence seems to make an altogether unnecessary devil of the enforcement officer.

Our Baltimore "Fight Blight Fund" was set up not as a charitable gesture but to make sure that uniform enforcement would not be compromised by the inability to obtain compliance from those who could not afford to comply. Such uniformity of compliance is an essential in a good program.

The JOURNAL is always stimulating and I have appreciated the fact that it has shown steady growth in balance and scope.

Ross W. Sanderson, Jr.
Baltimore, Maryland

JOHN IHLDER EXPANDS REMARKS

Reference the summary of my comment on Elizabeth Wood's Public Housing and Mrs. McGee" (December 1956 JOURNAL), I hope you can spare enough space to expand the final sentence of my reported statement from "We must provide public housing for the families that come to us" to "We must provide public housing for low-income families and persons for whom private enterprise does not properly provide."

The syncopated quotation would classify me with those social workers who believe it is enough to sit in their offices waiting for clients to come to them. I do not like being placed in that classification. Of course, private social agencies may voluntarily narrow their field, may restrict their intake in various ways, *always provided that they frankly state their restrictions and limitations when making their financial appeals.* They may, for illustration, refuse or dismiss clients whom they believe, they cannot rehabilitate within a specified number of years; they may say that they cannot help those who do not ask to be helped or wish to be helped. But such door-shutting eliminates a great proportion of those who need help. Therefore, these agencies must also frankly admit that by their action they impose upon public welfare agencies the heavy end of the burden and, by so doing, incline the public agencies—whose budgets and staffs also are limited—to be primarily dispensers of "relief."

As one who has been long identified with public housing, I reject the implication that I can be classified with those who "only stand and wait," though, like the blind Milton, I recognize that they also serve. Having been through the mill, I clearly recognize the temptation, not only to social agencies but also to housing agencies, to restrict or limit intake.

Early in its still youthful career, public housing was tempted. Within its ranks there was strong advocacy of restricting public housing to "self-supporting" families. I am thankful to say we got over that hurdle. But as a result, public housing is today in danger of being swamped by the social agency "rejects" and "unknowns" who are being turned up in great numbers by the slum clearance and urban renewal program.

John Ihlder,
Washington, D. C.

"AGED" COVER DRAWING PRAISED

I am writing to ask whether it would be possible for us to use the drawing that appeared on the cover of the JOURNAL for February 1956. This is the drawing attributed to

(Continued column one, page 116)

NINE CITIES WIN IN LOOK MAGAZINE'S COMMUNITY ACHIEVEMENT CONTEST

"Millions of do-it-yourself experts (with blistered palms) worked on their own homes. Professional city planners (with a sense of urgency) speeded billion dollar housing projects and programs to renew and redevelop large urban areas . . . The drive to conserve and enrich the $250 billion investment in U. S. dwelling units has never been so widespread or so productive."

Thus, with recognition of the nationwide campaign to improve America's residential areas, *Look* magazine this month announced the winners in its 1956 Community Home Achievement Award contest. On the list—Baltimore, Chicago, Indianapolis, Little Rock, Memphis, Norfolk, Rochester, Seattle, and Shreveport. Honorable mention: Dayton, Dallas, Clarksville, Los Angeles, Perth Amboy, St. Louis, and Washington Terrace, Utah.

The *Look* awards were set up "to give recognition to outstanding citizen activity and accomplishment in improving homes and residential areas" and, in line with this purpose, the panel of judges (see December 1956 JOURNAL, page 418) put heavy emphasis on citizen participation in evaluating what the candidates had accomplished during 1956. Yet, despite such emphasis, in almost every case the winning city's citation pointed up the role played by the community's official housing, redevelopment, or planning agency and many of the winners were cited as examples of municipal government and citizen cooperation in action.

The award-winning achievements of four of the successful candidates were more or less restricted to rehabilitation - conservation activities; four other winners were selected on the basis of a broader attack on slums that included such activities as public housing, slum clearance, redevelopment; one winner was chosen on the basis of a self-help program.

Baltimore—To preserve the charm of their historic neighborhood, more than 200 residents of the Bolton Hill district purchased stock in Bolton Hill, Inc., a nonprofit corporation that buys run-down properties, fixes them up, and then sells or rents them.

Chicago—The city's new administrative setup for urban renewal (see January JOURNAL, page 15); launching of six new slum clearance projects; code enforcement efforts; and the work of 35 community conservation groups all helped Chicago win.

Memphis—During 1956, the city filed plans for redevelopment and renewal projects with the federal government; a speeded-up rehabilitation campaign, which hinged heavily on citizen cooperation, resulted in demolition or repair of more than 5200 units.

Norfolk—The local redevelopment and housing authority won many of the laurels. Said *Look* magazine: the authority "completed razing of 4300 hovels that once served as dwellings; 90 per cent of a 3000-unit public housing program was completed and occupied. To beautify public housing units, the authority operated its own nursery, planted shrubs and trees for tenants. Home-service advisers provided residents with information and aid."

Indianapolis — Plaudits went to Flanner House Homes' pay-as-you-go self-help housing operation (see October 1952 JOURNAL, page 368).

Little Rock—Here's the winning combination: the women's chamber of commerce and its attack on slum-owners (see July 1956 JOURNAL, page 241) and the local housing and redevelopment agency, which in 1956 completed clearance work on what is known as the Dunbar redevelopment project; began work on the Granite Mountain project; and was first in the nation to win approval for site operations on a project initiated under the Housing Act of 1954.

Shreveport — *Look* contest judges liked the municipal government-private citizen cooperation that went into (1) a rehabilitation campaign; (2) plans for a suburban community for Negroes in what is known as Hollywood Heights (proposed: 1000 homes in the $10,000 bracket).

Rochester—Selected for expansion of the locally-financed Cobbs Hill Village low-rental development for the aged (see February 1956 JOURNAL, page 49); for work of the Rochester Home Improvement Action Committee; for progress on redevelopment plans.

Seattle—An Operation Home Improvement campaign in what is known as the Queen Anne district made Seattle a winner. Homeowners painted up, fixed up, and remodeled their residences.

LETTERS—

(Continued from page 115)

John Bradford depicting an old gentleman sitting in a rocking chair.

We are publishing a research study of the housing circumstances of old people in Montreal. It is an interesting human story and it occurred to me that this drawing of Mr. Bradford's is in the mood of the text, which lacks illustrations. . .

I take this opportunity of commenting that the covers of the JOURNAL are most interesting and add greatly to my enjoyment in receiving the JOURNAL each month. They are really excellent.

H. S. M. Carver, Central Mortgage and Housing Corporation, Ottawa, Canada

INTERNATIONAL NEWS WELCOMED

We were extremely pleased to see the fine report on the OAS First Inter-American Meeting on Housing and Planning in Bogota in your February issue, and also the notice about CINVA's blockmaking machine. With regard to the latter, you may be interested to know that we are being swamped with inquiries both here and in Bogota; over 250 letters have already come in.

Would it be possible for you to send me a few copies of the February issue, say five?

Anatole A. Solow, Pan American Union, Washington, D. C.

AESTHETICS EDITORIAL REPRINTED

May we have your permission to reprint in the *Journal* of the AIA the editorial "The Aesthetics of City Rebuilding" on page 44 of your February issue? It seems to me it says a good deal in a small space and we are preaching this message in the *Journal* of the AIA, just as you are.

Joseph Watterson, The American Institute of Architects, Washington, D.C.

HOWARD HALLMAN HAILED

I don't mind telling you that I think Howard M. Hallman of Philadelphia wrote one hell of a piece on public housing opposition in your February JOURNAL. He must be an interesting guy; I hope I meet him some day.

William J. Manly
The Milwaukee Journal

TROUBLED AND TROUBLESOME FAMILIES . . .

"Hope" is the word that best characterizes the general significance of the articles in this special issue of the Journal. Hope that there is a way to help the "troubled" family; hope that there is a way out of the perplexities that have handicapped the public housing program over the past decade and that have tended to confuse and delay the over-all urban renewal program.

On all sides in recent years the "problem family" has been a source of increasing concern. As the number of such families in public housing began to mount some years ago and as they were encountered more and more frequently in areas being cleared for redevelopment, there was a groping for a way to define the characteristics of such families. There were those who shied away from the impatient sound of the phrase "problem families." They used, instead, the more sympathetic expression "families with problems." There were others who adopted the label "hard core" families. In a study made by the Baltimore housing authority a year ago, this phrase occurs: "difficult, troubled, and troublesome families." The Journal has adapted that phrasing for this special issue, feeling that there is a poignancy about it—and an understanding—that recommends it in place of all the old terminology.

The attitude behind the phrasing is believed to be the source of the hope that the Journal detects in the events recorded in the following pages. "Trouble" is a circumstance that stirs most people to come forward with help. "Troublesome" is an adjective that connotes minor irritations that can be overcome. In a spirit of overcoming "trouble" and of alleviating "troublesome" situations, housing and redevelopment agencies in many cities are coming to grips with their "difficult" families. They are finding allies in the social welfare field and they are beginning to get results.

What this issue of the Journal seems to reveal is that the "reorientation in the housing field" that Elizabeth Wood called for in her 1956 annual conference address is beginning to occur. This reorientation, she said, must be in the direction that there is no such thing in today's society as a "hopelessly bad family." She also said: "Gaining public recognition that the problem family is 'curable' is the frontier of public housing and social welfare, jointly." And, again, this issue of the Journal seems to indicate that this joint acceptance is being achieved.

There is hope for the troubled family—that's what the authors of this Journal seem to be saying.

FIRST "PROBLEM FAMILY" STEP—

get the facts: this was Baltimore's approach

MRS. SARA HARTMAN, Assistant Director of Research and Analysis for the Baltimore Urban Renewal and Housing Agency, summarizes a 1956 study conducted by the agency and published under the title "Problem Families in Public Housing, Baltimore, Maryland." First the researchers determined "what is a problem family;" then they computed the number of such families in their projects—breaking this figure down in a variety of ways: by income, by type of problem, by rent-paying record, by outlook for the future. With this factual background as a starter, Baltimore was then ready to develop a method of working with other community agencies toward the rehabilitation of its "difficult, troubled, and troublesome families."

The typical "problem family" in public housing in Baltimore has lived in the project for some time; its problem is one of long standing; the family is likely to be a large one; many such families are without a father. More likely than not, there is a record of rent delinquency and general financial difficulties. There are also likely to be problems of poor health and/or personal inadequacy resulting in a lack of desire or an inability to cope with life situations.

These findings came out of a study made by the Housing Authority of Baltimore City in 1956: *Problem Families in Public Housing, Baltimore, Maryland.* This study was initiated because the authority, like other authorities throughout the country, had become increasingly aware of and concerned about the number of problem families among its tenants. A summary of the study follows.

Why Study Problem Families?

Difficult, troubled, and troublesome families are a part of every community and consequently must be expected to make up part of the public housing population. The problem cannot be eliminated by refusing to accept such families—it can only be shifted to other areas of the community, where there would be even less regard and concern for their welfare. The Baltimore housing authority recognized that it had an obligation to house a cross-section of low-income families in the community — not just well-behaved "model" families who would give the management staff little "trouble."

A first step in developing policy and staff procedures for meeting the needs of families with special problems is an understanding of the nature and characteristics of these families. Consequently, the authority undertook this study in order to have a more precise picture of the number and the characteristics of problem families residing in public housing. The study was undertaken by the research and statistics division at the request of the management division, with the staffs of the director of management and the projects participating actively.

How Data Obtained

A form was prepared covering many facets of the current situation and the backgrounds of problem families. It covered such items as family type, the kinds of problems present in the family, the kinds of help needed, contacts with social agencies, rent paying habits, an evaluation by the project staff based on the question: "With help from the appropriate community agency, do you think this family's problems can be solved?" The schedules, consisting of 26 questions, were submitted to each project to be filled for every tenant considered to be a "problem family."

In the instructions that accompanied the schedules, some guide lines were set up to indicate what was meant by "problem families;" however, it was made clear that the definitions were not intended in any way to limit the project staff or to exclude any family that it was felt should be included. The instructions contained the following comment:

"Include every family you consider to be a problem. 'Problem families' include those who have difficulties they cannot handle; require continuing assistance in obtaining services from social and welfare agencies in the community; become involved in difficulties with other tenants; or for any other reason require more than their share of the time and efforts of the management staff."

There may be some reaction to calling the tenants with whom this report deals "problem families." One could use the language "families with problems" or "troubled families." However, there are many families with problems that never become "problem families;" the family members have the strength and the resources to cope with the difficulties they face, sometimes seeking and using help from outside individuals or agencies but somehow mobilizing the family unit to deal on a short-term or a long-term basis with the problems that beset them. The "problem family" is one that cannot cope with the difficulties with which it is faced and comes to the attention of the management staff.

Proportion of Problem Families

Data were submitted on 355 families residing in the authority's 14 low-rent projects. These tenants constituted 5 per cent of the total families in those projects. Consequently, the proportion reported to be problem families was not extensive. No project included more than 10 per cent of its families as problems and some projects had as few as 1 per cent. Half of the 14 low-rent projects reported that less than 5 per cent of their tenants were difficult or troublesome families.

There was a greater concentration of problem families among white tenants than among the Negroes. This fact is attributed to the differential in incomes between the white and Negro population and the comparative availability of decent housing for both groups. Because of the low level of incomes for Negroes, many stable families with no particular handicaps are eligible for public housing. In addition, the dearth of good housing at moderate rentals for Negro families makes public

housing a very desirable objective.

Almost by definition, problem families are time-consuming families. They are expensive families, too, in that they are frequently poor rent-payers. More than two-fifths (43 per cent) of the problem families in Baltimore's low-rent projects were considered to be rent-paying problems. However, very few families were found to be problems *only* because of their poor rent-paying practices — usually this deficiency was accompanied by other handicaps.

Types of Problems

An attempt was made to determine what factors entered into the families' problems. Almost 60 per cent of the problem families were reported to have financial difficulties: the factor that appeared most frequently. However, the incomes of the problem families having financial difficulties were not much below that for all project tenants. Job instability appeared to be one of the most important causes of financial difficulties.

Health problems, affecting 41 per cent of the families, were next in importance. Difficulties with neighbors, inadequate parents, and poor housekeeping, were other items that appeared frequently.

In most instances, more than one problem appeared in each family. The average problem family had three factors involved in its difficulties.

Health problems are often at the core of family difficulties. The trouble may arise from the illness of the father, the mother, or the children, presenting problems of dislocation of family roles in addition to severe financial drain. Poor health is closely related to family breakdown.

The major kind of illness was of an emotional nature. Over one-fifth of the instances of illness involved persons considered to be mentally or emotionally ill. There was twice as much mental illness among the white problem families as among the Negro ones—21 per cent as compared with nine per cent. Physical handicaps occurred with the next greatest frequency, accounting for 13 per cent of the illnesses.

There are two groups of families that appear with significantly greater frequency among the problem families than in the project population generally. One is the white standard family (both parents and minor children) and the other is the Negro broken family (only one parent and minor children).

Because of the growing numbers of aged persons in the population, and the need for low-rent housing in this segment of the community, it is significant to learn that old-age couples and families contributed less than their proportion to the group of problem families.

Problem families are very often large families. The number of children seems to exceed the ability of the parent or parents to deal with them. Over one-fourth contained seven or more persons and 43 per cent consisted of six or more persons. There was a high degree of overcrowding among the problem families.

An attempt was made to determine the kinds of help problem families needed to deal with their difficulties. Most often mentioned was "case work," required by over one-fifth of the families. "Long-term financial help" was next, "medical care" followed, and then "housekeeping training." It was found that there is a great need for various kinds of counselling and case work, including marital counselling, vocational guidance, parental guidance, budget training, as well as psychiatric treatment.

(Continued column one, page 120)

TAKE THE CASE OF "UNDESIRABLES"

When one minus one doesn't equal zero

Evicting "hard core" families from public housing doesn't eliminate the basic problem—it only shifts it back to the slums, to which such families usually return.

That's a point made recently by Charles Abrams, pioneer houser and currently chairman of New York State's Commission Against Discrimination. Mr. Abrams suggested that what may be needed is some kind of "training" or "interim" housing that would help "problem families" become acceptable for public housing. As it is, he said, "the slum core into which these people [evicted "problem families"] are being herded must become the foci of increasing social distortions."

Mr. Abrams' comments were made after announcement by the New York City Housing Authority of the eviction policy reported below. Also reported is a similar action by the Cincinnati housing authority.

New York City. The New York authority in January announced a "get tough" policy to evict families who cannot be made to control their delinquent children. The reason: to protect other families in the projects, as well as authority property.

In explaining the move, Warren Moscow, executive director, said: "The vast majority of our tenants are law-abiding families. We have an obligation to protect these families against the small minority who would, if left to their own devices, lead 'Tobacco Road' existences in the city projects."

The management staff at each project has been ordered to report every incident of hoodlumism or vandalism involving tenants; formerly management was permitted some discretion as to what incidents should be reported. A reported family will receive a warning before eviction and, if there is evidence that a family is trying to improve, no action will be taken.

Cincinnati. It was numerous protests from church leaders, low-rent project tenants, and others that led last year to initiation by the Cincinnati housing authority of its new eviction policy—directed at unmarried women who make a habit of having babies. The authority took no action against mothers of illegitimate children already living in projects but announced that it would evict these mothers if they added to their families after a certain date.

"We have tried to point out to these unmarried women that we are offering them better living conditions and that they should respond," Harry L. Reece, housing authority executive director, said in announcing the action. "Some of them are amazed when told they can't continue having babies."

Almost three-quarters of the problem families needed more than one kind of help, in the judgment of project staffs. A few families needed six or more different kinds of help.

According to the knowledge of the project staff at the time of this study, 50 per cent of the problem families were currently receiving help from some public or private agency. This finding means that half of the problem families were not in contact with any agency from whom they could receive help with their problems.

One-third of the problem families were receiving public assistance. A much greater proportion of the problem families than of the general population in the projects were welfare clients.

Working with Problem Families

The problem families with whom it is hardest to work are the ones that will not seek help or use it if it is offered. Frequently, the characters and personalities of the persons involved, which keep them from availing themselves of help, are directly related to the external problems they face. An example would be the man who is perennially delinquent in his rent payments—and requesting rent adjustments and extensions because of unemployment—losing jobs and changing jobs. Efforts to arrange for job counselling and case work in order to examine the reasons for this poor job history fail. The same personality factors that made for his job instability would also be operating in his failure to follow through and to keep appointments.

One of the primary facts to emerge from the study is that many problem families won't reach out for help that might be available and won't accept help even if it is offered to them. In dealing with problem families, not only in public housing but in the larger community, a major concern centers on learning how to motivate families (or the individuals who make them up) to want to change and do things differently. How can they be given the desire to make that investment of themselves that is prerequisite to change? Some may be emotionally handicapped individuals severely limited in their capacity for social living; some are very difficult to help because of their limited intelligence and ability. Others we have not yet learned to reach and work with successfully.

There is, of course, a subjective element involved in individual decisions as to whether a family is a problem and in determining how responsive the family is to efforts to help it. The background of the staff member and his experience in working with troubled families undoubtedly affect his evaluation and his relationship with such families.

Working with unresponsive families is at best very difficult. But, if positive results are to be obtained, it is extremely important that the staff member feel that improvement is possible or he will not be able to lift the family from its inertia and discouragement. To get these results calls for a staff that is highly skilled and has a basic understanding of family dynamics.

Outlook for the Future

What is the prognosis for problem families? Can their problems be resolved? The outlook appeared to be hopeful for about 60 per cent of the Baltimore families studied. There was far more optimism about the Negro families than about the white. However, even where the outlook for the families was favorable, in most instances reaching this goal was not considered to be a simple or short-range matter.

The kinds of problems one finds among project families are not unique to public housing. They correspond to the difficulties found among low-income families throughout the community. The existence, the intensity, and the continuation of these problems is closely related to the resources and facilities available in the community for helping families deal with problems that are beyond their abilities to resolve alone. In addition, the projects must have staff members equipped to understand the needs of these families and the resources of the community, so they can be of maximum assistance.

However, it will take more than interested and well trained project staffs to create the conditions necessary for effecting basic changes in this hard-to-work-with group of families. They can only do part of the job. Community agencies are not yet adequately geared for working with these difficult multi-problem family situations. The entire area of working with multi-problem families is an extremely complex one that is concerning all of the helping professions.

Elizabeth Wood, in her talk at the annual conference of NAHRO last October, discussed some of the lacks she found in her investigation of the work being done by social agencies with problem families (see December 1956 JOURNAL, page 424). There is a great need for *family case work*, she said, which deals with the whole complex of problems in a family and their interrelations. Instead of working only with the alcoholic mother or the delinquent boy, all of the members of the family would be drawn into the helping process.

In addition, Miss Wood pointed out the need for some re-orientation of the social work profession regarding the long accepted concept that, if a family or an individual is to be helped, it must want to be helped. With many of the families with whom we are concerned, if there is to be a change wrought, the social agencies cannot sit back and wait for the families to come seeking help. They must go out to them. To work in this way will require a basic change in the case work philosophies of some agencies. Miss Wood reported that important work with "hard-core" multi-problem families is being done through the use of "aggressive case work" by the New York City Youth Board in its program for combatting juvenile delinquency.

Miss Wood also talked on the need for some *re-orientation in the public housing program.* Basic legislative changes are called for if stable and responsible families are to be attracted to and to remain in housing projects. Families of this type provide the kind of neighbors needed as another important resource for working with problem families.

Next Steps

As a follow-up to the study of problem families in Baltimore's projects, the housing authority and the Baltimore council of social agencies are working together to develop and coordinate resources for helping this type of family. A joint committee has been set up and it is hoped that, after a period of study, a plan will be developed whereby social agencies in the community will make available the kinds of services and the kind of approach that will meet the needs of problem families.

EUROPEAN APPROACHES
to "problem families" reviewed, analyzed

EDWARD ARONOV, Management Supervisor, Housing Authority of the City of Milwaukee, examines some of the methods utilized in other countries in dealing with problem families. He pays particular attention to the idea of "interim housing"—a temporary type of minimum shelter where "problem families" are segregated and subjected to special training. Mr. Aronov says: "I suggest that interim housing . . . is not congenial to the housing philosophy of the United States." He notes, however, that "European emphasis on social work therapy in relation to public housing could be studied profitably," and makes several other suggestions as to how this country can work toward the rehabilitation of the "troubled" family. He says: "let's get the money and personnel to work with them and start . . . as soon as possible."

To discuss the subject of problem families is at once complicated and simple. It is simple because everyone connected with public housing management has had experience in dealing with problem families and is aware of the intensity and magnitude of the problem. Interest already is aroused. It is complicated because we have not analyzed fully the factors inherent in the problem —the families, the methods of therapy, and our own aims and goals. We have not even agreed upon a common definition of what constitutes a problem family. Under such circumstances, it is difficult to reach a solution and the frustrations multiply.

The importance of the problem family problem to public housing management is increasing. The costs of housing these families have been discussed previously many times. The etiological factors that produce problem families also have received much consideration, although the relative weight to be ascribed to the social and individual causes is yet controversial. The provisions of the Housing Act of 1949, as amended, that define priorities for the relocation of families from redevelopment areas compound the problems of management. The law indicates that families to be relocated must get first priority when assignments are made to public housing units. Housing authorities are learning that, when these requirements are followed, families known to be problem families before admittance must be housed. In fact, families who have been evicted previously as undesirable must be housed. The dilemma that ensues because of the provisions of the housing act increases the problem of what to do with unsatisfactory families.

In view of the increased importance of the subject of problem families, it is felt that an examination of the methods utilized and experience gained by other countries will be valuable to us. At the very least, new (for us) approaches to the problem may be suggested. What follows, therefore, is a description of how housing agencies in several foreign countries are attempting to deal with problem families.

In Holland . . .

In Rotterdam, Holland a primary step is the classification of problem families into groups. This procedure serves as an indication as to what method of therapy families require. The categories of classification are based upon the kind of aid needed and the degree to which a family can cooperate. These problem families range from the "socially sound," who require material aid temporarily or permanently and can cooperate, through the "relatively socially sound" and the "socially weak," to the "anti-social," who require a great amount of specialized services and are incapable of accepting them. Therapy, of course, varies with each category.

Amsterdam, Holland also uses family classification. Their system is based upon the possibility of a family's reclamation and again treatment is dictated by category.

The above classifications indicate that a genuine attempt is made to analyze the problem in terms that will lead to working methods for therapeutic goals. Families are not lumped together as problem families. There is a recognition that these families differ from each other in need and behavior patterns and consequently cannot be treated as a homogeneous group. This approach, of course, differs from that practiced in the United States.

It is to be expected that, after classifications of problem families are developed, they will be utilized. It is in this connection that interim housing is made available. The concept of interim housing is not entirely new to the United States. Briefly, it may be defined as any housing serving a definite purpose for an indefinite period. In the United States temporary housing (wingfoots, barracks, quonsets, etc.) was in the nature of interim housing for war workers and, later, for veterans. Public housing itself may be so considered from the point of view that it is to serve only until families are capable of affording suitable accommodations offered by private real estate sources.

In various parts of Europe, the interim housing concept carries a special significance. It is housing designated specifically for problem families and is minimum in character with respect to physical amenities. A family is moved into such housing and is given intense case work supervision. After it has demonstrated a capability for adjustment to regular public housing, it is transferred thereto. There are various methods of promoting family adjustment through interim housing, some more restrictive than others. The discussion that follows is based upon the Rotterdam classification of problem families mentioned previously.

Classifications 1 and 2, the "socially sound" and the "relatively socially sound" are aided in their own homes, which may be public housing units. A normal amount of material assistance and social case work is provided so that the family can make a satisfactory adjustment.

The "socially weak" classification is moved into the Zuidplein project. After Rotterdam was bombed out during World War II, Zuid-

plein, a suburb, was utilized for the construction of units to house those families who had lost their homes. At the present time it is used for the rehabilitation of the "socially weak" families. The project consists of 570 dwelling units of one, two, and three rooms. The dwellings contain no bathroom or laundry, as these facilities are provided for in a central location. Community facilities and group therapy are heavily accented. There is a cultural center, which contains a bathhouse, library, nursery school, and a small health clinic. In addition, there are rooms for sewing and kitchen facilities for cooking lessons. Social workers have the use of several private rooms, which can be converted into a meeting hall by removal of partitions. Provision is made, also, for management space.

The families are encouraged to participate in community activities. At the present time, there are several youth groups and there are also special activity groups for women. The Dutch claim that this experiment has worked out very successfully.

Families in category number 4, the "anti-social" classification, are sent to re-education centers. These re-education centers were formerly camps that were used to house persons who had lost their homes as a result of bombing in World War II. The centers are similar in concept to the Zuidplein project, except that both the physical amenities and the social case work is more stringent. The buildings consist of wooden huts with a kitchen, living room, two or three bedrooms, and a lavatory. Showers and laundry facilities, both, are centrally located. There are about 10 such camps, each containing 20 families.

Soon after the family moves in, the husband is asked to agree to turn over all of his earnings for family care according to a budget that is explained to him. His money is supplemented by public funds, if necessary to meet the budget. If the man should squander his wages instead of following the budget, the supplementary assistance is withheld. The wife's housekeeping is supervised closely at first, as are most aspects of family and community life. Occasionally, judges recommend this type of housing for families who will require a great deal of intense supervision. Three childrens' homes are established in connection with the center, one for the mentally deficient, one for boys, and one for girls. The children attend the homes on a voluntary basis.

In connection with the housing of the "socially weak" and "anti-social" classifications of families, it must be emphasized that there is no outright compulsion that forces these families into the projects. However, most families are eager to get into the dwelling units because of the housing shortage. Sometimes it is a question of either taking what is offered or not having any accommodation whatsoever. It is argued that segregation (housing of one classification of family together) is good because it cuts costs, eliminates waste of time, and avoids complaints from "better" families to whom problem families may prove a nuisance.

In England . . .

In England, one finds a different emphasis in the treatment of problem families. Bristol houses them in rehabilitated buildings located in various parts of the city. The property is turned over to the welfare services department, which collects the rent and provides close case work services. Since the rehabilitated units are scattered, there is no segregation as one finds in Zuidplein.

Brentwood contains several rehabilitation centers for mothers and children of problem families. One of these, the Mayflower, has been utilized by the courts as a training center for mothers convicted of child neglect. Special instruction is given in homemaking and child care. While the mother and children are being trained at the center, other welfare workers work with the father, who has remained at home.

In Scotland . . .

The interim housing plans of Paisley, Scotland are similar to many features of the procedure in England. However, the Paisley method is based on segregation of problem families and, in other respects, is a bit more restrictive. There exist other variations of the interim housing concept, including family rehabilitation plans under which an entire family is sent to recuperation or re-education centers.

In Belgium . . .

A short time ago a proposal was made in Belgium that a national study commission, under the ministry of health, be established to make a comprehensive study of the question of housing for problem families. It was suggested that the commission should do the following:

1—Define the scope of the problem.

2—Establish a categorical classification of families.

3—Arrive at a methodology of treatment for each category.

4—Outline the functions of local authorities and agencies.

5—Review legal implications.

6—Provide for financing.

Ideas for the United States

If such a complete program as is proposed for Belgium were to be developed in the United States, a start towards achieving problem family therapy would be in sight.

How shall we evaluate the interim housing concept as exemplified by the practices in Europe? Are there fruitful lessons to be derived from their approach to problem family therapy? The analysis and suggestions as listed below reflect the writer's opinion only. They are intended to provoke later discussion and are not offered as solutions.

1—I suggest that interim housing as described with regard to England, Scotland, and Holland is not congenial to the housing philosophy of the United States. In many cities, here, public housing itself has become stigmatized. If we consider the additional factor of the nonwhite population, we might find that constructing interim housing would result, in fact, in many cities in Negro housing. The existence of a ghetto is not desirable, even if its development is not intentional.

Do we intend to force problem families to move into interim housing? In Holland, the compulsory features of Zuidplein and of re-education centers find acceptance as a result of economic circumstances and a severe housing shortage. Families are eager to move into interim housing. Doubt is expressed there as to what will happen when more housing becomes available. In the United States, do we wish to compel families to accept second class status? I don't think it is in keeping with our philosophy to put a family on probation in interim housing and have the housing manager act as a probation officer until the family proves itself worthy of public housing. Concentration camps, however benign, are not part of the American scene.

2—The European emphasis on social work therapy in relation to public housing could be studied profitably. There it is recognized

that housing by itself is not remedial. To group problem families in interim housing projects would serve no purpose whatsoever, unless a comprehensive program of providing case work service were adopted.

In the United States, I imagine, any proposal for constructing interim housing would simply result in such housing's becoming regarded as a depository in which difficult families could be dumped and forgotten. The therapy goal would receive short shrift here and the accent would be placed on anticipated savings in maintenance costs. However, a problem family cannot cure itself regardless of whether it lives in private housing, public housing, or interim housing. Since housing itself cannot effect a remedy, emphasis rightly should be placed on coordinated case work supervision. If this process were to be followed in the United States, the need for interim housing would become highly questionable.

3—Multiplicity of social services is wasteful and confusing. Many organizations perform functions related to their own goals without any attempt at cooperation or correlation. There is no direction from housing management and at times a dozen separate welfare agencies may visit a single family.

England has long realized that such a condition is undesirable. In 1950 a circular from the ministers of health and education directed each municipality to appoint an officer whose job it would be to convene meetings of interested social agencies for planning problem family adjustment. In Bristol, the housing manager arranges the meetings. In Staffordshire County, a special welfare officer is responsible for coordination.

In the United States such a program is in its infancy. What I have in mind is a genuine coordination of effort on project, neighborhood, and city levels. All social agencies, public and private, would meet periodically to discuss problem families— families who are problems not only to housing management but also to the agencies involved. It is hoped that frequent conferences would help the group to formulate a logical, integrated, effective program that would reduce duplication and waste.

4—An emphasis on social casework therapy requires the expenditure of money, large sums of money. In Europe, funds for such purposes are available. I suggest that now is the time for the federal agencies, the Public Housing Administration and the Urban Renewal Administration, to realize that the provisions of the 1949 housing act compel housing authorities to take in an increased number of problem families from the "socially weak" and "anti-social" classifications. The agencies must also realize that, if we house problem families, we must be given the tools, spelled M-O-N-E-Y, to work with them. Why should PHA, which has no hesitation about providing for the maintenance of physical property, be unable to aid us in conserving our human resources? Why should the requirements of URA augment the problem of problem families in public housing without a contribution to the problem's solution?

If the federal government completes basic studies for programming purposes and advances the money for achieving desired goals, housing authorities, local public agencies, and redevelopment agencies could hire professional personnel to work with problem families on a continuing basis. Is it illogical to begin treatment of these families while they are living on a redevelopment site? Is it unrealistic to aid site problem families in all ways possible before they become public housing tenants? Is it undesirable to muster every community resource at the earliest point of contact with the family and to continue treatment during public housing tenancy or until a cure is effected? My answer to these questions is a definite "No!" Since we must house problem families, let's get the money and personnel to work with them and start our therapy as soon as possible.

TAKE THE CASE OF ENGLAND

For 30 years—"problem families" a $64 question

Though groping for some 30 years for an answer to the "problem family" question, England isn't really satisfied with any of the treatments developed. As Mr. Aronov points out in the article on these pages, a number of techniques have been used with some success in approaching the problem. But an article in the March issue of the official journal of Britain's Institute of Housing is recent evidence of the fact that no technique yet developed is considered good enough to close the book on the "problem family" chapter.

Author of the article J. L. Drewery, a housing manager, points out that though England has a long way to go in finding a perfect answer for the "problem family" baffler, the situation is not hopeless. What would help, he maintains, is cooperation from the national government—with money and research.

Here's the way he put it: ". . . the subject is one which has exercised the Ministry and local authority officers for some 30 years and, although numerous experiments have been made, there would appear to be no ready solution of the numerous social problems involved. . . If . . . this problem is to be realistically dealt with," Mr. Drewery said, "a national lead must be given and the local authorities themselves should prepare a plan which will not only attract the support of the Ministry, but the financial help needed to carry out worthwhile provisions. . . National guidance is essential if authorities are to find a sound basis for dealing with these categories (of families) throughout the country."

Mr. Drewery also said: "My own view in that all councils [city governments] should establish a joint committee of officers and members from their committees concerned with housing, public health, welfare, children and education, plus statutory officers and representatives of the voluntary organizations. Cases which are brought to their notice by the various officers of the council, voluntary and statutory organizations, should be considered by this committee and recommendations made to the council where necessary . . . My own experience has shown that in most instances the wife has been willing to cooperate in any measures which might help the family, whereas in the case of the husband only on one quarter of the cases have the men been willing to help in any way."

"SLUMS OF THE MIND"

must be cleared as well as slum structures

WILSON BORLAND, Research Analyst, Housing Authority of the City of Pittsburgh, tells how the above theory is being put into practice as his city begins the clearance of its most notorious slum area. With the help of the full range of the community's welfare agencies, the housing authority—acting as the relocation agency for the redevelopment authority—has begun the job of relocating some 8,000 persons. The housing authority has assumed the job of "documenting" the problem family situations it encounters—whereupon the united facilities of the welfare agencies are brought to bear to see how and where the family can best be relocated as its first step in personal rehabilitation and along the path to "slum clearance of the mind."

When the Housing Authority of the City of Pittsburgh agreed, several years ago, to be relocation agent for the city's urban redevelopment authority, it knew it faced a tough job in the clearance of Pittsburgh's famous (and notorious) lower hill district. This 90-acre area, a "Chinese wall" bordering the eastern side of what is known as the Golden Triangle redevelopment area and blocking needed expansion, had become in the decades since World War I economically, physically, socially, and psychologically the city's worst single liability: a jungle of vice and crime and submarginal living in unfit houses, a constant headache to the police, fire, and health departments; the Bureau of Highways and Sewers; the Bureau of Refuse; the Board of Education; and the courts.

The Population

The lower hill's population, comprising roughly 1800 families and 1600 unattached persons, was a mixture: residual fragments of the various nationality groups that had dominated the district at one time or another in the last 50 years—Greek, Armenian, Syrian, and finally Italian—and the remaining two-thirds, nonwhite. The average annual income (1954) was approximately $2800 and over 85 per cent of the families were technically eligible for public housing.

The factor of technical eligibility, however, was the least of the authority's worries. These people were not only "of low income and in need of a home;" many had long, involved records of anti-social behavior, their lives complicated by problems of physical and mental health, casual and questionable marital relationships, addiction to alcohol or narcotics, sexual promiscuity, juvenile delinquency, and adult crime. These families needed not only a change of environment—removal from the slums—but often physical and mental rehabilitation — eradication of "slums of the mind."

Administrator Alfred L. Tronzo and his tenant selection staff did not question the necessity of accepting as many of these families as possible, nor did they question the authority's need for help in solving some of the consequent problems. They recognized that the philosophy of public housing includes, and must include, family rehabilitation among its goals: "What purpose does public housing serve if we can't help families to meet at least minimum standards of health and decency, if we can't achieve more than the grim alternatives of eviction or the creation of a new slum?" the authority asks. They also knew that the mechanics of day-to-day operation leave little room for "family rehabilitation;" PHA regulations and directives all but ignore it, except in a broad and general sense, and managers, engulfed in the daily details of project operation, have neither the time nor the specialized training it needs.

Help at Hand

There was an obvious source of potential help at hand: the existing social, health, and welfare services of the community. Throughout the authority's history, these services have been used by the administrator and the tenant selection and management staffs in a more or less hit-or-miss fashion, as occasion and need arose; such an intense need for concentrated and systematic use of the services was new.

For over a year a series of exploratory discussions, initiated by the housing authority, between the executives and selected staff of both the authority and the Health and Welfare Federation of Allegheny County, dug at all sides of the problem. It was recognized that a mass relocation of the scope of the lower hill clearance was rightly the concern of the total community and not just that of the housing authority; that the final judgment on a family's acceptability as a public housing resident must rest with the authority; and, finally, that no family was bad enough to be rejected out of hand.

As a result of these conferences, and prior to the opening of a relocation office in the area, an advisory committee on relocation problems was organized under the chairmanship of Elmer J. Tropman, executive secretary of the health and welfare federation. The committee is composed of the executives of 15 community agencies, in addition to those of the federation and the housing authority: Family and Children's Service, Catholic Social Service, Jewish Family and Childrens Service, Lutheran Service Society, the American Red Cross, the public health nursing and medical social work divisions of the City (now County) Department of Public Health, the Visiting Nurse Association, the Juvenile Court, the Association for the Improvement of the Poor, Travellers' Aid Society, the Humane Society, the Allegheny County Board of Assistance, and the division of guidance and attendance of the Pittsburgh Board of Public Education. Other specialized agencies, such as the Veterans Administration (psychiatric social worker), have joined the group on specific families.

Since the first meeting in March of last year, the committee has met

every few weeks, to study, discuss, analyze, and recommend action on five or six of the housing authority's knottiest problems at each session. Case histories are prepared in as complete detail as possible by the authority's applications office. From its study, the committee then suggests the type or nature of the service needed, the appropriate agency to handle it, and possible action to be taken by the authority. (If the final decision is against placement in public housing, the authority—as the relocation agent for the redevelopment authority—nevertheless continues its efforts to rehouse the family in at least minimum standard housing.) In most cases, the committee's interest will be a continuing matter, since both the service agency and the housing authority are to be reported periodically on the progress of family rehabilitation, as well as analyze successes and failures.

Records

Because this particular approach to the relocation of the multi-problem family is in the nature of a pilot operation in this community and may well set the pattern for all future relocation problems (both those occasioned by urban redevelopment as well as those arising from urban renewal and housing code enforcement), detailed records are being maintained by the committee as a guide for the future. Responsibility for this record has been divided as follows:

1—The health and welfare federation records the family situation as summarized, the date and substance of the presentation to the committee, the family's housing arrangements at the time of presentation, and the agency accepting the case.

2—The agency rendering service records the dates of contacts with the family, the family's acceptance or rejection of service, a "diagnostic statement" of the principal problems focussing the concern of both agency and client, and an evaluation of progress in the case six months later.

3—The housing authority records a description of the family's housing situation six months after the review and, if the family has been placed in public housing, an evaluation of the family's adjustment as a tenant.

4—Final evaluation by the committee of the success or failure of the action taken.

Case Histories

What kind of situation does the authority present to the committee? Space limitations preclude detail but several examples chosen at random from cases already presented will illustrate.

Family A. Mother in her 30's, a common and uncontrollable drunkard with a long record of violent behavior, fights, stabbings, etc; deserted husband years ago. (Record shows 60 agency contacts.) Applied as two-person family, to include 11-year old son, now living outside relocation area with grandmother. The committee decided that public housing did not seem advisable in the circumstances. Case referred to Board of Education's division of guidance. Efforts are being made to take legal measures for the boy's protection.

Family B. Man, woman, and two children. Man has a "serious character disorder," with long history of violent aggression, incarceration in numerous juvenile institutions, discharge from military service "less than honorable," etc. Developed TB and was hospitalized. Became enraged and walked out of hospital—still actively infectious—when refused "specific date of cure." Man "got religion" and joined minority sect, The Church of the Living God, the Pillar and Grounds of the Truth, the influence of which confirmed his anti-hospital attitude—the disease was a "visitation for his evil conduct" and must be borne. The housing authority refused admission until the actively tuberculous patient would accept care. Since the man was unemployable and already receiving assistance, the case was referred to the rehabilitation unit of the Board of Assistance, as well as to the Health Department's office of social work. Eventually the man accepted hospitalization (including psychiatric care) and the family was placed in public housing. Man will not rejoin family until he is discharged as an arrested case.

Family C. Man, woman (common law marriage, legal in Pennsylvania), woman's illegitimate daughter, and daughter's two illegitimate children. (Record indicates 14 agency contacts.) Man works infrequently at

A 1937 picture dramatizing the original public housing program need is reproduced here to plead the case for the current "troubled" family.

short-term labor jobs and family receives public assistance. Man, very childish, was judged to be in need of psychiatric service. (Wife treats him more as child than a husband.) Daughter has always been serious problem, starting with illegitimate pregnancy in the 10th grade, through at least four criminal convictions, to her present status—serving two years in a federal penitentiary on a narcotics charge. Daughter will be member of family on release. Problems being "diagnostically evaluated" by Board of Assistance special unit.

Family D. Man and woman in common law relationship, middle-aged; man epileptic, woman anemic; both unemployable by reason of low mentality, both more or less incoherent and irrational; no responsible relatives; receiving assistance. (Record indicates 19 agency contacts.) History of behavior shows both to be completely peaceful; no capacity for homemaking but psychiatrist's report indicates neither are committable. Diagnostic evaluation being made by Board of Assistance rehabilitation unit.

New Perspective

These four families show only too well the variety, complexity, and seriousness of the problems uncovered in the lower hill relocation (and the kind of hard-core problems found in all slums). They demonstrate also the hopelessness of the task the authority would face without expert, professional aid. Without aid, these families would undoubtedly be only short-term residents of the authority and, on eviction, would help create the next "lower hill" in some other section of the city.

The enthusiastic response of the agencies has been most encouraging. This joint approach to the multi-problem family has given the agencies a new perspective. As the executive of a family and children's agency put it, "We have known these same families for years and have expended large amounts of money and help for little of lasting value. Now, working together, with adequate housing available, we can pool our resources and even see the possibility of permanent rehabilitation."

Urban redevelopment by its nature (and, similarly, urban renewal and code enforcement) emphasizes the inter-relationship of physical planning and human welfare planning. Until the active operation of the joint committee, the "human welfare planning"—in this community at least—was being slighted. Now there is a good chance that slum clearance and reclamation will include reclamation of the "slums of the mind" as well as of their physical counterparts.

Housing Statistics

PERMANENT NONFARM HOUSING STARTED

	1957	1956
March	83,000	98,600
First three months	213,000	252,100

DOLLAR VALUE OF NEW NONFARM RESIDENTIAL CONSTRUCTION

	1957	1956
March	$ 920,000,000	$1,301,000,000
First three months	$3,580,000,000	$3,753,000,000

RENTAL-TYPE HOUSING STARTED

(Total two- and multi-family)

	March 1957	March 1956
Number	11,500	12,500
Per cent to total	10.4	12.6

Source: Bureau of Labor Statistics

PUBLIC AND PRIVATE HOUSING STARTED

	March 1957	First three months 1957	March 1956	First three months 1956
Private	75,500	200,200	93,900	244,600
Public	7,500	12,800	4,700	7,500
Total	83,000	213,000	98,600	252,100

METROPOLITAN AND NONMETROPOLITAN NONFARM HOUSING STARTED

	March 1957	March 1956
Metropolitan	56,400	71,900
Nonmetropolitan	26,600	26,700
Total	83,000	98,600

DOLLAR AMOUNT OF NONFARM MORTGAGES RECORDED

(In amounts of $20,000 or less)

	1957*	1956
February	$1,749,000,000	$2,050,000,000
First two months	$3,691,000,000	$4,109,000,000

*February 1957 figures include FHA mortgage insurance on one- to four-family homes written in the amount of $159,000,000, and a total of $431,000,000 in GI home loans guaranteed by the Veterans Administration.

NUMBER OF NONFARM MORTGAGES

(In amounts of $20,000 or less)

	1957	1956
February	237,000	278,000
First two months	495,000	553,000

LARGE-SCALE RENTAL HOUSING FHA MORTGAGE INSURANCE

(Under Titles II, VI, VIII and IX)

	February 1957	First two months 1957	February 1956	First two months 1956
Dwelling units	3,679	5,818	574	715

AVERAGE HOURLY EARNINGS OF BUILDING CONSTRUCTION LABOR

(Includes earnings of off-site labor and labor on public construction)

	1957	1956
January	$2.91	$2.74

INDEX OF WHOLESALE PRICES OF BUILDING MATERIALS

(1947-1949 = 100)

	1957	1956
March	130.5	130.5

All figures, unless otherwise noted, submitted by the Housing and Home Finance Agency.

POINT-OF-ENTRY WORK

with "problem families" proving helpful

MRS. MARY B. WIRTH, Chief of Community and Tenant Relations, Chicago Housing Authority, reports on an experiment in dealing with the problem family "at the point of entry by determining social eligibility at the time of application for housing." Key to the system is a new staff person in the central tenant selection office of the authority: a social work consultant, "qualified by training and experience to determine the potentialities of these questionable families to make constructive use of public housing occupancy." The experimental position was set up in 1955 and has now been made a permanent one in view of the satisfactory results achieved during the first year.

Early in 1955, the Management Committee of NAHRO issued a concise statement of its "Concept of Public Housing Management." It began: "Public housing management is facing the challenge of a changing tenancy . . . a challenge that has been developing in magnitude through the past 15 or 20 years." It goes on to describe the era of "normal" families in public housing during the depression years, giving way to the era of public assistance families and "broken" or "damaged" families of today, and then notes the attempts to find solutions to this problem of a changing tenancy under limited budgets for management expense. The statement ends on the plaintive note: "This is where we stand today . . . seeing, but not meeting the problem."

To meet this problem in Chicago, the Chicago Housing Authority began to plan with the Welfare Council of Metropolitan Chicago for the organization of an advisory committee as early as 1951. In 1952, this committee came into being as a full-fledged committee of the council for the stated purpose of advising the authority on health and welfare problems. Prior to the organization of the permanent committee, each new development and special problem had required a temporary welfare council committee.

Over the four years of its existence, the advisory committee has covered ground from the planning of services for new developments to the working out of solutions for unmet needs in existing projects in recreation, health, and particularly for complex individual problem family situations. One subcommittee dealt with specific problems, such as the lack of medical care at an isolated project where public transportation is inadequate and the distance too great to the hospitals and clinics. Another subcommittee considered the effect of the location of housing projects, or the sites selected, upon the problems faced by management and the community later on.

Problem Family Advice

One of the recommendations of a subcommittee on problems of occupancy was that, as a first step, the authority deal with the "problem family" at the point of entry by determining social eligibility at the time of application for housing. The subcommittee recognized that the factor of public housing might play a constructive role in the life of a family or it might, on the other hand, have little significance where serious and prolonged family disorganization already existed. It was also recognized that a large number of families presenting serious problems of maladjustment and anti-social behavior in a public housing development contributes to a socially destructive community climate and influences adversely the family life of other tenants. Because behavior patterns spread among people living in close proximity to each other, particularly among children, the subcommittee considered it essential that housing authorities exert a degree of control over the tenant selection of public housing communities through the application of selective procedures at the point of application for tenancy.

Some housing authorities have sought to apply categorical standards on desirability, admitting no couples with illegitimate children, no families with members who use alcohol excessively, who have records of arrests, who do not exercise satisfactory parental control over children, who have a record of frequent separations between husband and wife, etc. It was the judgment of the advisory committee to CHA that the application of such categorical standards not only would tend to deny public housing to many families able to make maximum use of decent housing in the rehabilitation of family life but might permit families sufficiently damaged to constitute a threat to community life.

New Job Recommended

It was, therefore, recommended by the committee that an employee be added to the authority's tenant selection division, qualified by training and experience to determine the potentialities of families found "questionable" by the tenant selection staff—that is, "questionable" as to their ability to make constructive use of public housing occupancy. Thus, the tenant selection staff would not be guided by arbitrary rules as to what constitutes a "problem family" but would be free to raise questions about a family's capacities on the basis of information on the application or on the basis of the first interview in the central rental office, which might indicate problems of personality and behavior. These "questionable" applications would then go on to the new staff person for a final screening process.

Following these recommendations, the commissioners of CHA established the position of social work consultant in the tenant selection division of the management department in April 1955 for a one-year period, the position to be reviewed at the end of that period.

During the first month, the new staff member in tenant selection, an accredited social worker, performed the various functions and operations in application processing—interviewing and reprocessing application data—in order to learn the policies and procedures used in the selection and referral of applicants for housing under existing regulations. (At

CHA all applications are processed at our central rental offices—no such functions are performed at our projects.) During the second month, the consultant established liaison with those community agencies whose records would be used in assembling information with respect to social eligibility. The groundwork for these contacts had, of course, already been laid by the management department's special division working with the advisory committee. Previous to the development of this system, there had been only a hit-or-miss arrangement in central rental, since confidential information could not be released by social agencies until they felt assured of how the information would be used and filed.

New Procedure

The procedure developed in processing applications in which a question of "desirability" exists can be summarized as follows:

When the chief of the central rental office has a question regarding an applicant's desirability, the application is referred to the social work consultant for review.

The social work consultant assembles, records, and evaluates all available information that may have bearing on a determination of "desirability" in each case. Preparing this background material may entail a study of records of agencies with which the family has had contact, the securing of records from law enforcement and health agencies, making contact with school personnel where school-age children's behavior is involved, and observation of the family—in the office and especially in its home, where type of supervision of the children, the standards of housekeeping, personal hygiene, family relationships, and relations with neighbors can be observed.

The order of processing applications by the social work consultant corresponds with the priorities for housing established by law.

In talking and visiting with families, the social work consultant lets them know that, although their eligibility with reference to priority and income as given on the application has been established, there is a question as to whether they can be admitted for social reasons. Thus these families know that their behavior or their history have raised questions—but that they are being given consideration for tenancy and not being rendered a categorical "no." Under such circumstances, these families recognize that they must meet some goals of acceptable behavior if they are accepted. Beyond this preparation, families who are placed in projects following this screening process are given no special management attention. The theory is that, should they be singled out for special management treatment at the project, we would not be in a position to adequately test our screening process, since it is obvious that concentrated attention at the project level could solve many problems.

The social work consultant submits a report on each application she handles—including the findings, evaluation of the findings, and a recommendation for or against housing. The determination as to acceptance or rejection then rests with the chief of the central rental office and a reviewing board made up of the heads of two CHA departments and the authority's executive director. Use of this board keeps the authority's top personnel informed and is evidence that the matter of rejection is taken seriously and is not based on the judgment of one person.

When the application of a questionable family is approved, a brief memorandum is prepared by the social work consultant and is made a permanent part of the tenant folder at the time it is referred to a specific project. The detailed evaluation report is retained in the confidential file at the central rental office. When the application is not approved, the applicant is so informed in writing by the chief of the division. The copy of this letter is kept in a separate "reject" file accessible only to designated personnel. This last process prevents a disqualified family from continuing to wait for a project apartment year after year and makes it possible for the authority to reply to the application promptly with complete honesty.

First Year Results

The report of the first year shows that the social work consultant completed social evaluations on 147 applications, approved 79 of them, referred 62 to projects, rejected 47, with the remainder either withdrawn by applicant or delayed pend-

TAKE THE CASE OF BIG BUSINESS

Industry has an interest in human problems

Industry today must compensate the individual in its employ "for the deficiencies in his background—the very things that were not provided by the home environment, by the schools, or by the church [whether because any of these elements was lacking in his life, or because he did not respond to them]."

This unusual picture of industry as a social agent was brought out at a recent meeting in San Antonio of the General Federation of Women's Clubs by Mrs. J. S. Moye, personnel director of the United Services Automobile Association. Her theme: business plays a very real—sometimes almost paternalistic—role in contributing to the needs of today's child.

Mrs. Moye said: "This is the ideal picture we all like to envision: the home, the school, the church—doing their parts very well and producing a well-rounded young citizen, who can be quickly trained for satisfactory fulfillment of his abilities. Unfortunately, however, the young people matching this ideal are very few and far between . . . To remain in business and to develop the kind of employees that we need, it is necessary for us to engage in many activities which are not at all allied with our principal purpose . . ."

She cited the setting up of employee health standards; the establishment of clinics and instruction courses in such matters as good personal hygiene and proper eating; the provision of employee cafeterias and training schools to prepare the workers for their jobs —all extra items that business is supplying. Sometimes, she said, it even falls on the employer "to teach right from wrong and, through counseling, to instruct the employee in Christian attitudes toward his fellow workers; to fight prejudice wherever it is found; and to teach principles of character . . ."

Mrs. Moye credited industry with making "a very real contribution to the over-all standard of living" not only by "paying adequate wages," but, in some areas, "by helping to educate and train" the people who are its employees.

ing court action on support or custody. Some of the problems suggesting the need for such evaluation were:

Contagious and/or untreated social diseases (3 approved, 1 rejected)

Disabling illnesses—mental, emotional or physical—suggesting the need for institutional care (9 approved, 2 rejected)

Alcoholism or addiction to narcotics or distribution thereof (4 rejected, 2 deferred)

Convictions for crime or misdemeanors (8 approved, 2 rejected)

Prostitution (none)

Patterns of illegitimacy (47 approved, 33 rejected)

Conflicts with neighbors, destructiveness of property, rent delinquency (none)

Unstable changing family composition (3 approved, 3 rejected)

Out-of-school youths, teen-age delinquency, anti-social behavior on part of children (9 approved, 2 rejected)

Although the first year was of necessity a short one because it included organization, learning, and setting up contacts and procedures, the CHA commissioners made the social work consultant position in tenant selection a permanent position in the authority at the end of the trial period.

Management Evaluation

It is recognized that, although the residency of the families with a questionable history has been of too short a duration to make any judgment or generalization, a quick look at the experience of project management with these families is indicative of the need to have the evaluation of social information before accepting or rejecting them.

Of the 62 families referred to 13 different projects, the records show an outstanding adjustment to acceptable standards by the majority of the families. The first thing that stands out in the report of managers is that the rent paying record is consistently good. Only one of 62 has been evicted for non-payment of rent. In those projects where "housekeeping inspection" has been completed, the families have been rated as either good or better. The written report shows that:

23 were definitely known to have adjusted well—with steady employment, activity in civic improvement groups, with delinquent children adjusting, etc.

12 are assumed to have adjusted, since no complaints of any kind have come to the attention of managers.

5 minor complaints were recorded —such as children noisy, playing in halls, pulling up flowers, etc.

2 major complaints against families —likely to end in termination of lease, or already terminated. (One vacated voluntarily—"unauthorized person in home." One continuing pattern of illegitimacy).

5 vacated within the first year.

2 reports of difficulty establishing income.

3 reports of complicated family composition, making it difficult to determine continued eligibility.

7 of the 62 were not housed for various reasons (hospitalized, found private housing, were over-income before vacancy occurred, rejected available apartment, etc.).

Summarizing, only two of 55 families housed can be said to have definitely failed to profit from the opportunity given them. Since this entire group would have been automatically rejected for housing without the intensive investigation, we can say that 53 families were successfully added to the housing communities.

Since this is a group of families from which a large number of failures could have been expected, the question arises as to whether it could be said that the "screening" process—the fact that it was not easy for these families to get in, that their shortcomings and problems were thoroughly discussed, that they understood that they were accepted with the expectation of improvement—was in itself conducive to their apparent adjustment. With these probabilities in mind, CHA management is contemplating the expansion of the special screening program.

A Warning Note . . .

Perhaps a warning note should be sounded. The tendency is to refer to all troublesome families as "problem families." It simplifies reporting but does an injustice to the people involved. They are not problem families but persons or individuals with many different kinds of problems.

TAKE THE CASE OF NORWALK

Housing-welfare teamwork's inspired from the top

Understanding the need for a housing-welfare bond and initiative for welding it came from an unusual source in Norwalk, Connecticut—the mayor.

Mayor George R. Brunjes last year made banner headlines on page 1 of *The Norwalk Hour* with his insight into the human problems that crop up in the operation of a low-rent program. The mayor displayed this insight at a special meeting of representatives of six city agencies, which he called in May 1956 to study public housing needs and problems resulting from housing projects. His proposal: that a full-time social worker be assigned to each major project within the city.

Since that time, the wheels of progress have been turning in Norwalk and local public agencies—like the board of health and the recreation commission—have been lending a hand in the housing authority's efforts to provide a better way of life for its tenants. The Public Housing Administration okeyed the city's request for use of two units in federally-aided projects as community rooms (Mayor Brunjes has requested that a community building be constructed in conjunction with a proposed state-aided project) and tenant activities have been planned to benefit adults and youngsters alike. "We are also planning to seek the assistance of the board of education," the mayor announced last month, "to provide evening classes in home making to assist those who came from substandard houses to the vastly different quarters provided in the housing project, to adjust themselves to a new mode of housekeeping."

In explaining the philosophy behind Norwalk's housing-welfare experiment to the JOURNAL, Mayor Brunjes said: "We feel the venture is a necessary one in order to develop the opportunity of self-dependence and self-respect among the tenants of our housing projects, as well as to interest the community at large in the ability of these tenants to participate in a form of self-government and activity."

NAHRO WELCOMES

New Individual Members and Journal Subscribers for March 1957

M. E. Anderson
Helena, Montana
Richard D. Andrews
Baltimore, Maryland
Glen W. Ashley
Omaha, Nebraska
Alvin E. Bell
Little Rock, Arkansas
Joseph Berry
Hartford, Connecticut
Ed Bosak, Sr.
Gary, Indiana
Louise Brown
Baxley, Georgia
George E. Calvert
New York, New York
Columbus Urban League
Columbus, Ohio
Elaine H. Corbett
McComb, Mississippi
Robert T. Dormer
Bayside, New York
Daniel R. Elliott
Cleveland, Ohio
Daniel J. Fletcher
Hartford, Connecticut
George R. Genung, Jr.
Bloomfield, New Jersey
Eugene J. Golden
West Lynn, Massachusetts
Barbara Ann Grow
Omaha, Nebraska
George Grows
Atlanta, Georgia
William F. Harkins
Chestnut Hill, Pennsylvania
Robert G. Hazen
New Haven, Connecticut
Einer Hendrickson
Vancouver, Washington
Geraldine Herndon
Omaha, Nebraska
L. A. Hinchcliff
Butte, Montana
Francis Hursey
Pass Christian, Mississippi
Arthur H. Kruse
Cleveland, Ohio
James Douglass Little
Buffalo, New York
Gladdice L. Mayo
Miami, Florida
Alexander Merena
Detroit, Michigan
Carl O. Mickelson
Solvay, New York
The Right Reverend Monsignor
Robert B. Navin
Cleveland, Ohio
Joy S. O'Brien
Portland, Oregon
Richard J. O'Brien
Wheeling, West Virginia
John J. O'Neil
Hartford, Connecticut
William F. O'Neil
Providence, Rhode Island
Leo A. Papelain
Milford, Massachusetts
Pennsylvania University
University Park, Pennsylvania
Lillian G. Peterson
Chicago, Illinois
James H. Pressler
Des Plaines, Illinois
John Quinn
Hartford, Connecticut
William Quinn
Wethersfield, Connecticut
Jerome Lyle Rappaport
Boston, Massachusetts
John Richards
Corpus Christi, Texas
Michael Rolirad
San Antonio, Texas
Martha B. Schnabl
Jacksonville, Florida
Mary Louise Sherer
Bellevue, Washington
Albino Soto
Corpus Christi, Texas
Fred H. Squires, Jr.
Oakland, California
J. T. Stephens
Long Island, New York
Richard F. Strawn
Honolulu, Hawaii
Success Village Apartments, Inc.
Bridgeport, Connecticut
R. D. Tobin
Helena, Montana
Chester R. Treece
Gary, Indiana
Vilican-Leman & Associates
Berkley, Michigan
William O. Wallace
Syracuse, New York
J. G. Weekley
Corpus Christi, Texas
Eugene D. Wheeler
Baltimore, Maryland
Bonnie Faye Wiseman
Dallas, Texas
Opal C. Willis
Fresno, California

New Agency Members for March 1957

Housing Authority of the City of Baxley, Baxley, Georgia
Housing Authority of the City of Bloomington, Bloomington, Illinois
Housing Authority of the Town of Breaux Bridge, Breaux Bridge, Louisiana
Housing Authority of the City of Burlington, Burlington, New Jersey
Housing Authority of the City of Hackensack, Hackensack, New Jersey
Housing Authority of the Borough of Lodi, Lodi, New Jersey
Regional Housing Authority of Mississippi No. 7, Gulfport, Mississippi
Monroe County Housing Authority, Stroudsburg, Pennsylvania
Mount Sterling Housing Commission, Mount Sterling, Kentucky
Redevelopment Agency of the City of Oakland, Oakland, California
Salamanca Housing Authority, Salamanca, New York
Sanger Redevelopment Agency, Sanger, California
Urban Renewal Office of Syracuse, Syracuse, New York

New RIS Subscribers for March 1957

Charles River Park, Inc., Boston, Massachusetts
Gallatin Housing Authority, Gallatin, Tennessee
Housing Division, Health Department, City of Portland, Maine
Lebanon Housing Authority, Lebanon, Tennessee
Redevelopment Agency of the City of San Leandro, San Leandro, California
Sanger Redevelopment Agency, Sanger, California

New TMIS Subscribers for March 1957

Allegheny County Housing Authority, Pittsburgh, Pennsylvania
Housing and Redevelopment Authority of the Village of Hibbing, Minnesota

CHICAGO—

(Continued from page 129)

There is also a widespread tendency to use the term "problem families" as synonymous with "broken families" and "public assistance families." It is perhaps true that families receiving public assistance and families without breadwinners have many extra burdens to bear but we all know many who successfully cope with their problems. Also, there are serious ethical questions involved concerning individuals' rights when housing officials screen and prejudge families without giving them a chance.

Since the supply of housing is limited and our responsibility is to dispense it where it does the most good and since we recognize the effect of these families on the morale of the community, on the cost of maintenance and vacancy loss, one answer appears to be the honest, just, and intelligent use of screening procedures in tenant selection. The day may come when there will be in all metropolitan areas a public service agency, working hand in hand with housing authorities, that will assume responsibility for the study and treatment of "problem families" accepted as a part of a family rehabilitation plan.

CURING "PROBLEM AREA"
is Detroit try at aiding "problem family"

MRS. BETTE JENKINS, Director, Research, Information and Statistics, Detroit Housing Commission, describes her city's "Cass Community Pilot Project." It is an experiment that began in 1955 in a Detroit neighborhood into which some 10,000 persons were being moved with the opening of 2,170 units of new public housing: Edward Jeffries Homes. The over-all area is two square miles in size and ranks high among those in the city with serious social problems. The new Jeffries Homes families include many with broken home situations and an unfamiliarity with urban life. Another complicating circumstance is the fact that the Jeffries project represents the housing commission's first large-scale management program involving high-rise apartment buildings. Such units are also unfamiliar to most of the residents. All in all, back in 1955 the commission foresaw an aggravation of the existing isolation of the area from the rest of the city and the possibility of an increasingly serious situation as the newcomers arrived. Through the "pilot project," the resources of all the key community service agencies of the city are being focused on the area in the hope of integrating public housing into the over-all community and of developing a healthy spirit throughout the neighborhood.

As the Detroit Housing Commission's Edward J. Jeffries Homes was nearing completion in the fall of 1955, there occurred, in a variety of places, an expression of concern that later took unified and constructive form.

In the development, there are 2170 apartments, 1456 of them in 14-story elevator buildings. Constructed on a near downtown site to replace houses that were once among Detroit's fine residences, they created, both in the immediate and in the wider community, considerable curiosity and some suspicion.

Who would live in these huge structures—a type of accommodation familiar to New Yorkers but unknown to Detroiters? Where would the children play? What would happen to the schools?

People were looking to the housing commission for answers to these questions. The answers have come, largely as the result of a cooperative effort to provide and fully utilize services—services available to all citizens of Detroit but organized, in this instance, to meet the challenge of a large concentration of new families in a new neighborhood.

The vehicle for mobilizing these services—social, recreation, health, educational—is the Cass Community Pilot Project—an experimental endeavor financed primarily by the United Community Services of Metropolitan Detroit but one that draws on many other private and public resources.

By a fortuitous juxtaposition of events, the Neighborhood Service Organization was coming into being just as hundreds of families were moving to their new apartments at Jeffries Homes.

"We're a new agency with a new approach." said NSO director Emeric Kurtagh. "Our purpose is to bring to people, wherever they are, the services that they formerly sought at their neighborhood settlement houses. Our theory is that those who need our services most are least able to take the initiative in obtaining them."

Thus, when, at the invitation of the housing commission, representatives of public and private agencies, schools, and churches met to determine a course of action for the Jeffries area, it seemed plausible to assign to NSO the function of supervision of the coordinated activity. The Cass Community Pilot Project was organized, taking its name from the geographical designation that refers to a neighborhood or subcommunity extending far beyond Jeffries Homes and including 60,000 persons in addition to the 10,000 residing in the public housing development.

The pilot project is governed by a broad parent committee including all those called together by the housing commission for the initial explorations. There is also a steering committee composed of one lay representative and one professional representative from each of six service categories: recreation, youth services, family services, education, health, and housing.

William Miner has come to Jeffries Homes, where he has set up shop in office space within one of the skyscraper apartments. As director-coordinator of the pilot project, he works closely with management, with residents, with the agencies, schools and churches to help people inside and outside the housing development help themselves. Working as a staff member of NSO, Mr. Miner draws on his agency's case work, group work, and office personnel for both full-time and part-time assistance. Emeric Kurtagh stands by to give supervision and guidance. And when specific problems and activities are in the hopper, there is an exciting and inspiring response from residents and from the parent committee representatives and their staffs.

Results

Results, both tangible and intangible, have been encouraging. Just a few weeks ago Mr. Miner completed a summary of progress to date. In terms of identifiable activities—persons interviewed, meetings held—statistics are available in Mr. Miner's report, which tells a dramatic story.*

But the summary is more than a factual report. It also indicates something of an attitude that prevails—a capturing of a feeling of belonging that has slowly and sometimes painfully emerged among the residents. And finally, the summary presents a a listing of the pilot project's weaknesses as well as strengths—and a set of recommendations for the months ahead.

Program

The specific activities undertaken are not unlike those included in

*Copies of the summary and of a detailed description of the pilot project, *The Story of the Cass Community Pilot Project*, may be obtained by writing to the Detroit Housing Commission, Research, Information, and Statistics Division, 2211 Orleans Street, Detroit 7, Michigan.

the program of any settlement house. There is a model apartment for which a committee, headed by a community leader, has sought tasteful furnishings at reasonable prices. Here, women may attend classes in homemaking conducted by the Detroit Edison Company and the Visiting Housekeepers' Association, a United Community Services agency.

There is a summer recreation program. Early last spring as the pilot project parent committee formulated its plan for action, it was agreed that recreation was a logical point of departure. The reasons were simple and clear. The neighborhood is one of young families with a high percentage of pre-school children. The housing committee has provided well-equipped totlots and playgrounds but supervision must be recruited from other agencies. Most important, among the new residents, those working in the areas detected a sense of aloofness, which was attributed to a feeling that perhaps they were not wanted, were not welcome in the schools, the churches, the neighborhood.

In their efforts to bridge this gap, parent committee members felt that emphasis on recreation rather than on the more personalized programs such as health, family, and youth services might accomplish the desired results. Consequently, during the first year, the recreation committee was the most active among the six service categories. Training for resident leadership was provided and 13 agencies joined forces to develop an extensive summer program.

This spring, with the organizational framework well established, recreation planning is a relatively simple matter and the parent committee has selected health as its most immediate and top priority concern. A second reason for this choice is that, among the intangibles resulting in part if not entirely from the work of the pilot project, there is a recognizable change in attitude at Jeffries Homes.

In the words of Miss Sarah Robinson, principal of the nearby Jefferson Junior High School, the people "don't seem to feel unwanted any more.

"I see a striking change," she says. "When Jeffries Homes opened, as I walked through the project, I sensed fear. People never spoke. They must have been wondering what the residents in the surrounding blocks thought of all the newcomers.

"Now, through the Pilot Project, we've demonstrated our interest and there's a marked effect. The children are friendly and the mothers helpful. They know we want them here."

With this expression of confidence, it now appears that solutions for some of the many health problems prevalent in and around Jeffries Homes are within reach. There is a high incidence of tuberculosis—and low incidence of immunization. A startling number of expectant mothers fail to seek pre-natal care. It is difficult to develop an awareness of the necessity for physical examinations as children enter school.

Some mothers "don't believe in shots" for their children. Some families lead a sort of migratory existence, leaving Detroit during periods of unemployment, returning when industry is offering jobs. Follow-up work for the Department of Health nurse is impossible when she finds a family has moved leaving no forwarding address. Mobility among Jeffries residents as well as those in the surrounding blocks is reflected in an extremely high turnover of the school population.

But with a new atmosphere of trust developing, it now seems feasible to tackle some of the highly personalized matters relating to health. Also family and youth services can now be offered with the hope of a greater degree of acceptance. To pave the way, there are several resident organizations, among them the Jeffries Improvement Association with an over-all goal of community betterment, an active and articulate Parent-Teachers' Association, and a family and child welfare committee.

Through this resident leadership, it is hoped that information about available services will be brought to all those who live, not only at Jefferies Homes but in the larger Cass subcommunity.

Reporting

Since the pilot project's inception, its membership has been alert to the importance of systematically testing, checking, weighing each phase of its operations; to the necessity of performing its pilot function

TAKE THE CASE OF ROCHESTER

Individual treatment for families with problems

Even if help is served up as near as next door, the families with the most serious kinds of problems aren't going to come and get it.

That's what the Rochester housing authority discovered after making a family counseling service available at one of its projects. Since the project's "problem families" either weren't aware of their difficulties or at least wouldn't take the initiative in finding solutions, the authority is now trying to bring the help that's available directly to the families who need it most.

Here's the story. About three years ago a family counseling service was set up at Hanover Houses, as an experiment, representing the joint efforts of Family Service of Rochester, Inc. and Catholic Family Center. All a family had to do to get help was to seek it. And results with the families reached in this way have been good—so good that the family center has become a permanent fixture at the project.

However, the authority continued to be troubled by those tenants known to have the worst records. It was clear that the real "hard core" families were not taking advantage of the help available and the Rochester social agencies faced up to this obvious "help resistance" when they were asked about a year ago to find some way to assist these families in achieving acceptable housekeeping and sanitary standards at Hanover Houses. It was estimated that around 30 per cent of the project's 392 families were in need of some special kind of help; the social workers decided the only way to provide it was through individual treatment.

Here's the plan decided upon: (1) project management lets the "problem family" know just how it is falling down on the job; (2) a public health nurse, acting in the legal capacity provided in tenant leases, calls upon a family to talk about its violation of health standards and, at the same time, tries to decide what kind of agency help might prove valuable; (3) the counseling service goes to work.

vigorously and effectively. Mr. Miner's summary represents the initial effort to achieve this testing on a comprehensive basis. However, earlier evaluation occurred on October 17, when the first year of activity was commemorated at an all-day institute.

It can already be said that, both in terms of program content and of program coordination, the pilot project has been successful. This success can be measured. While less measurable, changes in attitudes, interests, degree of response and responsibility are easily detected among the residents. But there are as yet such unanswered questions as:

How frequently can we afford to direct the energies, resources, manpower expended on the Cass Community Pilot Project into one single effort? When this focusing takes place, how can we make the expenditure "pay off" to the rest of the community? Is it possible to integrate a housing development as large as Jefferies Homes into the surrounding neighborhood?

Because we are dealing here with a pilot project, experimentation is not only possible but is encouraged. Thus, the imposing array of executive talent participating in the endeavor is both understandable and justified. But a legitimate goal and one of which there is an acute consciousness is to find ways of attaining similarly beneficial results with a smaller investment.

"This, as I see it, is one of our fundamental responsibilities," Mark K. Herley, assistant director of the Detroit Housing Commission and chairman of the pilot project parent committee and steering committee, says. "It is possible that in a year or two the Cass subcommunity will be organized in a fashion that will enable the people now working in it to move along to another spot, using their new experience, adapting the techniques developed to meet other problems in other places.

"As to whether 2170 families in a low-rent public housing project can become closely identified with the surrounding neighborhood — there is some question. There are physical and psychological barriers that cannot be minimized. But churches, schools, organizations such as Boy Scouts and Girl Scouts are potent avenues of communication. We think breaking down the barriers is highly desirable and intend to put forth every effort to do so."

Pilot project coordinator William Miner; staff member Calloway Sherman

Model apartment—Messrs. Sherman and Miner, Florence Gallion

Jeffries Homes tenants being interviewed by Calloway Sherman

NEED IS URGENT FOR STRONGER HOUSING-WELFARE BOND

Summary of discussion of the Joint Committee on Housing and Welfare, co-sponsored by the National Association of Housing and Redevelopment Officials and the National Social Welfare Assembly. March 11-12, Cleveland, Ohio

The need is urgent . . . and the time is *now* . . . for more and better joint planning and joint action in the slum clearance and city rebuilding field on the part of the agencies concerned with structures and those concerned with people.

This statement came out of the spring meeting of the Joint Committee on Housing and Welfare. The committee noted that the plea for such a joint approach has been made for many past years but that the response has been slow—in spite of the mounting number of cities where homes, business establishments, and public institutions are being demolished in the pathway of slum clearance, and in spite of the growing number of social and economic problems that this displacement is aggravating.

Manifestations of Need

The committee pointed to four manifestations of the seriousness of the present situation:

—Over 100,000 families are being displaced in the 220 localities where urban renewal projects are well advanced . . . with the number growing almost daily.

—Over half of these families are eligible for public housing, yet serious local problems in the operation of public housing and lack of Congressional support for an expanded program are preventing public housing from fully serving the needs of these families.

—A high proportion of families being displaced are nonwhite and are unable to find replacement homes in standard areas or at prices within their reach.

—The growing number of elderly families and single persons in our population is posing special housing problems and first efforts being made to meet these problems are pointing up a wide range of unmet health and social needs that no public or private agency is prepared to meet at this time.

—These community service needs of the elderly are only one part of a general need for more such services. The need is one that the social welfare agencies of the country have been aware of for a long time—the lack of which shows up with more and more clarity as urban renewal uncovers more and more social problems related to juvenile delinquency, families suffering from mental and emotional ills, newcomers to the city from rural areas unable to cope with urban ways.

Survey of Current Practice

As a background for the Joint Committee's discussions at its spring meeting, results of a survey were reported on the degree to which urban renewal and welfare agencies are presently working together. The survey was conducted by NAHRO during the summer of 1956. Questionnaires went to four types of agencies in over 500 cities: public housing authorities, redevelopment agencies, public welfare departments, and councils of social agencies. Information was sought as to the extent and character of joint planning and operation among these groups. Based on responses from over 250 cities, NAHRO reports that, by and large, the relationships appear to be limited and superficial, confined to points of necessary contact. The strongest area of relationship, the survey showed, was between councils of social agencies and housing and renewal bodies, perhaps evidencing a trend in the direction of more and better joint planning and operating in the future. The public welfare relationship with renewal appeared from the survey to be limited very largely to the referral of qualified families to public housing and to contacts by public housing agencies on questions of "problem families." Advance planning on site selection, provision of community services, design of community space, and general relationship of renewal to social welfare goals showed up in a very uneven pattern and in many instances was non-existant. Planning for the relocation of displaced families appears to be developing as a trend and there was some evidence that urban renewal officials were beginning to call on social welfare agencies for "community organization" help in neighborhood conservation.

Recommended Action

To deepen these interrelationships, the Joint Committee recommended that its members urge the agencies they represent on the committee to take the following action:

—Schedule discussions of urban renewal and its relationship to social welfare goals at their conferences.

—Keep the subject alive in their publications.

—Work toward making this subject the theme and sole focus of the 1959 annual conference of NAHRO, scheduled for October in Cincinnati.

—Develop methods of training more people to operate in the urban renewal field under plans based on the interrelated goals of social and physical planning. An urban renewal workshop set for the summer of 1957 in the New York School of Social Work was put forward as an example of the kind of training that must be developed quickly and on a large scale.

—Develop immediately a statement of the community services believed essential in connection with housing developed specifically for the elderly.

Services for Elderly

The Joint Committee was much impressed with extent and gravity of the problems being encountered by housing authorities that have already begun to serve the housing needs of elderly persons of low income: (a) arranging housekeeping services as a family or individual gradually loses the physical capacity to handle the job alone; (b) arranging for meals under the same circumstances; (c) finding nursing home care for individuals no longer capable of independent living; (d) arranging hospital and medical services for serious health conditions; (e) coping with the emotional and morale problems of elderly persons with leisure time on their hands and no social or family contacts.

One estimate of the extent of these problems within any given housing project that serves the elderly in whole or in part is that at least one-third of these families encounter one or more of these problems during any given month —a burden far beyond the capacity of the normal housing management staff to handle.

Urgency . . .

Over-all recommendation of the Joint Committee at its spring meeting was the preparation of this statement, to be marked by the "sense of urgency" that characterized the meeting as the members reviewed the problems summarized above.

"HARD CORE" FAMILIES
have not failed; society has failed them

GORDON E. MARTIN, Housing Supervisor, Health Department, City of Portland, Maine, outlines a series of steps that he thinks may be a "means by which human failures can be restored to their rightful place in society." He submitted the article with the statement: "The suggestions may or may not be the solution to the 'hard core' problem. I think that by publishing the article it will cause constructive criticism and thinking on the subject." Mr. Martin has degrees in both economics and law; is a former realtor; and for the past six years has been with the Portland health department, where he says he has been conducting an "aggressive housing and neighborhood conservation program. I have had much experience with the 'hard core,' having been directly or indirectly responsible for ordering more than 200 families out of substandard dwelling units in conjunction with my work."

Present day housing programs of redevelopment, urban renewal, and neighborhood conservation are effective—or *can* be—in eliminating the evidences of structural blight caused by time and neglect. But they do not remove the equally important human causes of structural blight—poverty and human failure. Fortunately, we are slowly becoming aware of the fact that good housing involves more than bricks, mortar, spectacular plans, and open spaces—it involves people. Something must be done to rehabilitate the people living in slums before any phase of a city's total program for good housing can be considered successful.

Federal regulations require that those who are relocated by urban renewal or redevelopment must be provided decent, safe, sanitary housing. Cities enforcing housing codes are only morally obligated to assure that families forced to relocate, because of code activity, are moved into standard housing. Relocating families, then abandoning them, is not enough. It merely puts off the day when we must come face to face with the human causes of slums—human failure, and all its counterparts: ignorance, poverty, perennial defeatism, low morale, and poor physical and mental health. Otherwise, 20 years hence, it will be the same old story of slums . . . but in other sections of our cities. We are still treating the symptoms of blight but not all of the causes.

Donald M. Salzman and his associates in their excellent article "Redevelopment Effectiveness" in the August-September 1956 issue of the JOURNAL, based on a laborious study of the people affected by redevelopment in Indianapolis, clearly point out that not all slum dwellers are human failures. This fact must be understood, because many people are in slums only on a temporary basis. It is important because no city could possibly rehabilitate all the people living in the slums. The report also points out that the real stumbling blocks to any housing program are the slum dwellers classified as the "permanent necessitarians." They are, according to Mr. Salzman: "The people who feel they cannot leave the area and who will, or can, do nothing to find alternate housing. They seem to constitute the greater part of the hard immovable core, the ones for whom relocation is the most difficult. They have always lived in the slums and to them hardship, inadequacy, uncertainty, and adversity are part of their daily living. Perennial defeat has taught them to accept things just as they are. Moderate effort is, in the short run, impossible and in the long run unlikely. . . One can only speculate as to whether they will make new slums wherever they go." If we are to eliminate all the causes of slums and not just the structural evidences, we must do something to effect as much of an improvement on the "hard core" human failures as we are doing on land and buildings.

"New" Public Housing

One way to rehabilitate the "hard core" is through public housing . . . but not public housing as we know it today. For, as Mr. Salzman states, "they are not even good candidates for public housing. Not many are interested and, if they were, it is unlikely they would possess the qualifications required for acceptance. The unorthodox ways by which some of them live is enough to keep them out, while others are so destitute that they cannot afford to pay even the minimum rent required for living there."

Public housing, if it is to be true public housing, must provide living quarters for the "hard core" human failures. But even this treatment is not enough for this particular group. In addition to providing shelter, only one of man's basic needs, public housing must also provide the opportunity for them to acquire human dignity. Public housing should not only house but it should rehabilitate the "hard core" human failures. It will require new thinking, new laws, and a change of existing laws pertaining to public housing. Most of all, it will require a change in thinking that these people cannot be changed. They must be changed before any of our housing programs can be considered successful.

The Way Ahead

There are many ways of tackling the problems. It would seem, however, that any adequate approach must include part or all of the following suggestions.

First, a study should be made of the people in the slum areas to determine the number in the "hard core" human failure category. The study should include such criteria as attitudes, morale, delinquency, income, housekeeping methods, personal health, mental health, etc. It cannot be done by the volunteer; it must be done by experienced public health nurses, social workers, sanitarians, housing inspectors, school teachers, ministers, and others who have daily contact with these people. In fact, if "interviewers" of this kind would merely pool together the information they already have about their problem families, the records of most of the "hard core" would be included.

Second, when necessary, more public housing units should be built to provide homes for these people. It would be a mistake, however, to

place all the human failures close together. They should be strategically located in projects where they would have the benefit of observing the wholesome everyday living of normally well-adjusted families. More good rubs off the good than bad rubs off the bad.

Third, once "relocation housing" of minimum standards is found available, the "hard core" slum dwellers should be moved. Many of them will object and refuse to move . . . but this attitude should not be a problem in cities where housing codes are enforced. Experience with housing code enforcement has shown that a family forced to move once or twice from substandard units will either move into decent, safe, and sanitary housing or it will ask the responsible officials where such units can be found. In fact, such families will become most cooperative. The code enforcement people could then condemn the hundreds of substandard units now occupied by the "hard core."

Fourth, adequate facilities in addition to dwelling units should be provided in public housing. Totlots, playgrounds, ball fields, and indoor recreation areas for the young, the teenagers, and the elderly should be made available regardless of the size of the public housing project. This will require trained personnel in recreation and group work with particular emphasis on activities for the teenagers and elderly. If there are no churches within a convenient distance, then non-sectarian church buildings should be built and shared by all denominations and faiths.

Fifth, every available local, state, and federal resource should be used in a comprehensive human rehabilitation program in helping the "hard core" human failures to acquire a new outlook on life. If such an effort is to be successful, we must effectively treat the "whole man" by using the services of the following people: public health nurses, social workers, welfare people, child guidance workers, family counselors, psychologists, psychiatrists, and public health physicians. Man is a complex being and to effect the rehabilitation of man is equally complex. Therefore, a "director of humanities" should be appointed for each public housing project to direct, coordinate, and control these many sources of assistance.

Sixth, we must explore the use of religion, which is still the great unknown in the rehabilitation of human failures. It is high time the church moved out of the comfortable suburb with its methods of uplift and reached into the depths of the slums and the lives of the people who need help.

Seventh, the federal government should give financial and other assistance to cities in rehabilitating the "hard core" human failures found in the slums. Merely demolishing buildings, changing street patterns, and rebuilding an area does not, in itself, eliminate the disease, filth, juvenile delinquency, crime, and other symptoms of human failure originally found in the area. Unless some positive action is taken to rehabilitate the "hard core," they will make new slums wherever they go. The expense of such assistance can be justified in urban renewal and redevelopment projects as a preventive measure — preventing new slums before they start.

These suggestions are in general terms—basic ideas as to the ways and means by which human failures can be restored to their rightful place in society. Obviously, many improvements in these suggestions must be made, in addition to exploring new methods.

The "hard core" have been referred to herein as human failures but they have not failed as much as the society that has failed them. What about the public housing official who sees the problem but does nothing about it; the realtors who are against public housing as a group but who individually cannot give a logical reason why; the sociologists, psychologists, and welfare workers who feel the problem people must come to them before they can act; the government officials who will do only that which is politically expedient; and, last but not least, the respected citizen who says he is doing his part by giving to charities? Such attitudes as these must be changed before any of our housing programs can be considered successful.

We must think of slums not only in terms of structural failure but also in terms of human failure. Above all, we must never lose sight of the fact that "housing is people."

TAKE THE CASE OF WASHINGTON, D. C.

The applications office and family problems

The National Capital Housing Authority's applications office has an important spot on the housing-welfare team.

How NCHA gets to work on the problems of families at first contact was described by Olive Swinney, authority applications officer, at the February meeting of NAHRO's Potomac Chapter. "The application, itself, is a significant social document," Mrs. Swinney said in explanation of the way NCHA's rental office operates, and "as it becomes augmented by subsequent contacts with the applicant and collateral calls from employers, clergymen, courts, social agencies, and others, a good bit of the social and economic background and standards of the family group becomes known."

Mrs. Swinney pointed out that, in order to participate in this way, the applications office staff must be trained to recognize the social factors involved in each case and to make good use of the sources of help available in the community. "It is frequently at the point of initial contact with an applicant family that social problems are identified and at this point the applications office endeavors to enlist the cooperation of other community agencies or to work with those already active," she said.

"When a family is already known to a social or health agency, a contact is made during the processing of the application . . . to secure significant social history and background and to enlist the continuing aid of the agency when the family is housed." If such a family's problems appear to be serious, the applications office alerts the housing manager. This step is taken, Mrs. Swinney said, either by a coded referral for counselling or through discussion of the situation in advance of the family's move-in date.

As to results of the system, Mrs. Swinney said: "It is our unique good fortune in the applications office to witness daily the dramatic results that are obtained over and over again in people's lives . . . when housing and welfare services work together."

PAMPER THE "GOOD FAMILY"—

that's one solution to public housing problems

LOUIS HARPER, Manager, Central City, Housing Authority of the Birmingham District, faces up to the fact that "problem families" are causing some of the current operating problems for public housing and suggests some ways out: one of them—better treatment of the "good family." He also urges trying out a plan of reducing rentals for unfavorably located units and in other ways gearing public housing management to more closely follow normal patterns of the private housing market.

Vacancies in public low-rent housing are not due to a lack of low-income families who are eligible for admission. Nor are they due to the availability of standard commercial housing within the budgetary reach of such families. If these explanations were true, our case for public housing would be dissolving.

So then, what is the cause of an increasing number of vacancies in some projects of many authorities? Perhaps it is due to an antiquated philosophy that is contrary to the principles of good business and normal human behavior. Perhaps we are depending too much on the Public Housing Administration to solve these problems when it is not close enough to them to properly analyze their cause. Or maybe we are just too busy playing with our bright new toy of redevelopment to give existing housing the thought it needs to keep it healthy.

The economics pertaining to public housing are not the same as they were 15 years ago, five years ago, or even last year. Shortly after the war, long lines of people waited for hours to file applications for public housing. But let's not kid ourselves. This condition was not entirely due to a burning desire to get out of substandard housing into standard housing. At that time, it was a necessity in order to get any kind of shelter and most families were willing to swallow an unpalatable dose of rules and regulations to obtain housing. Likewise they took what was offered, with very little protest, for fear they would be passed by. Another point to remember is the fact that, under these circumstances, housing authorities could be highly selective in their choice of tenants, since there was such a backlog of applications.

But times have changed. Other housing is available now, not standard housing, mind you, that is within reach of low-income families. But housing *is* available and it doesn't come with a long list of restrictive convenants, many of which are opposed to normal human behavior.

Let's Look . . .

So we should examine our conditions of occupancy with our present problems in mind. Let's talk to some of our better tenants and find out what conditions are distasteful to them. Then let's give some thought to eliminating or amending those conditions, if possible. Rules and regulations only tend to bind the conscientious. The irresponsible simply disregard them and go their way, since good living must be taught and cannot be legislated.

The administration of public housing and the revenue received from it is the life's blood of local authorities with low-rent programs. Yet there is a very human tendency at the top to push this operation into a corner while glistening scale models of redeveloped areas are exhibited to the public. Urban redevelopment has caught the public's fancy and makes good copy for civic minded newspaper editors. Which is all very fine but—the management of public housing needs the attention and thought of the head men, too, in order that it may keep pace with the changing scene.

Thought, much thought, should be given to the problem of the excessive number of moveouts that plague all authorities this writer knows of. There is a reason for every moveout and many times it is not the one given on the vacate notice. Let's talk turkey to our better tenants who are moving out but whose incomes are not sufficient to obtain standard living facilities. Perhaps they are moving back into substandard housing because of some untenable situation that can be corrected. Maybe they are across the hall from a family whose moral standards are questionable or who simply will not make the necessary effort to keep their units clean or who permit their children to become nuisances. Perhaps the desirable family is too timid to complain about the situation, unless he is prodded into doing so. Or perhaps a lot of other things that can be corrected. We won't know as long as we accept moveouts in a brisk unconcerned manner.

Scale Rents to Amenities

Some projects, such as Birmingham's 910-unit Central City, consist of flats in two- and three-story walk-up buildings. Substantially all the vacancies in Central City are on the third floor, even though no transfers are made except to satisfy occupancy rules as to space. Families are simply holding out until lower floors are available, since the rent is the same anyway. This situation points up a very concrete business law to the effect that scarceness and desirability are two prime price-fixing components. If you went to the ball park and bought an adult ticket for a dollar and the management shunted you off to the center field bleachers, while the next person was given a box seat for the same money, you would be extremely unhappy. Therefore, why not, within each rent grade, set up a differential so that less desirable units would be a few dollars less than the more desirable ones, which should eliminate a discriminatory practice and help solve our vacancy situation. This system would also make intra-project transfers feasible, since the families wanting to transfer to the more coveted units would have to pay a little more for them. This plan is being experimented with in Birmingham at the present time.

"Ration" Problem Families

The old adage of one rotten apple spoiling the entire barrel cannot be justly applied to people or public housing. If one family in an entrance containing six units is bad, there is a fair chance the five good families can bring this family's concept of good living up a notch or two. At any rate, the odds are low that good families will move out because of one sorry family. Concentrating several problem families in one spot is asking for trouble. They

probably won't change the living habits of the normal families in the neighborhood but they can, and do, cause them to move out. Therefore, some slowdown of turnover may be accomplished by keeping your problem families reasonably low in numbers and well scattered. By following this practice, the project manager also has an opportunity to do some constructive work with his problem cases, since he is not continually harrassed by concentrations of considerable numbers of them.

Tenant selection personnel should not promiscuously admit persons with recent recurrent records of arrests for drunkenness, disorderly conduct, affray, assault and battery, and the like. They should also use considerable restraint in admitting families concerning persons with mental and physical deficiencies, who may pose problems with which the housing authority has no facilities to cope. Respectable, decent, normal, law abiding families of low income are more entitled to public housing than the others and, until we take corrective measures to protect them in their tenancy, we will continue to fight a losing battle with turnover, vacancies, and other conditions that can sabotage our program.

Playing the "Favorites"

Some housers shake with horror at the thought of showing any favoritism to tenants of public housing. But this writer says, as he dodges the brickbats, that there are times when we should come off our impartial pedestal and make some concessions to our good tenants who pay their rent promptly, live up to the terms of their lease, and otherwise give no trouble. They are the backbone of our operations and, as stated before, are our best tool for the education of our problem families. So, why shouldn't they be petted a little now and then by giving them a little preferred attention to show that they are appreciated. You can never convince this writer that the persons who are unwilling to make the effort to better their standard of living or their behavior are entitled to be served at the same table as our energetic, law abiding tenants. The cause of moveouts of some of our good tenants is because we are adament in our administration. We simply dump everyone into the same pot and stir with the same spoon.

Elderly Tenants

It is not expected that the recent act of Congress permitting the admission of elderly persons and families will be more than a very mild panacea for our vacancy problems. In the first place, most authorities are like Birmingham. They have but a few units available for single elderly persons and substantially all of those units are already filled with such persons as sole survivors of family groups. Also, with few exceptions, the elderly person is in the minimum rent bracket and an excessive number of minimum rents will cut deeply into your average rent figure and bring your authority closer to the chasm of insolvency.

Look to the Laws

The vacancy problem can be solved. It cannot be solved if we continue to plow the same furrow over and over and hope for a miracle to happen. We must study our federal and state housing laws and our contractual agreements with PHA to make certain we are within the limits of these edicts; then use a liberal amount of local autonomy to get the answers. If we try something and it doesn't work, let's discard it and try something else. PHA will generally go along with any reasonable proposition, as a host of vacancies does not look good on their books either. Let's drag our problems out into the light and own up to them. There are thousands of people of low incomes who are living under slum and substandard conditions and who will move into public housing, thereby benefiting themselves, the community, and the housing authority, if we stop handling them on an assembly line, take-it-or-leave-it basis.

A large billboard of a multi-million dollar industrial plant in Birmingham carries the following admonition, "YOU CANNOT DO TODAY'S JOB WITH YESTERDAY'S METHODS AND EXPECT TO BE IN BUSINESS TOMORROW."

A word to the wise. . .

TAKE THE CASE OF SYRACUSE

Settlement house works with project families

A settlement house, which since 1955 has had quarters in the Syracuse housing authority's John Geddes Homes, has not only made a vital contribution to project and neighborhood families but has had a chance, in working with these people, to develop some ideas as to what's needed in a full-scale approach to the "problem family" question.

These facts came out in a talk presented last June at a workshop for upstate New York managers by Paul Weinandy, executive director of Huntington Family Centers, the sponsor of the Geddes program. Mr. Weinandy outlined the program and showed it to have been a popular source of social activity and education for project and neighborhood residents of all ages. Working with small, selected groups, the center staff conducted such activities as homemaking classes, parent education sessions, play schools for youngsters, etc. Through this small group approach, it was indicated, the center was able to accomplish much with the participating families and, at the same time, learn a few things that might provide clues toward solving the "problem family" question.

Pointing out the scope of the "problem family" situation, Mr. Weinandy emphasized the futility of a housing authority's trying to launch a program designed to solve the dilemma on its own hook. Many of the problems that crop up in today's public housing community, he said, defy solution even by trained social workers. According to Mr. Weinandy, the realistic approach to the problem is one that combines the abilities and "know how" of experienced social agencies with the official arms of the law.

Indicating that such a comprehensive program may be in the mill for Syracuse, Mr. Weinandy told of the formation of a committee made up of members of the Council of Social Agencies and the city police, welfare, health, and education departments. Hopes were, he said, that this group would come up with a plan for working with "problem families." He indicated that the Huntington Family Centers may have an important role in this operation, should it materialize.

The Commissioner's Page

TIPS FROM PASADENA ON WHAT MAKES A GOOD COMMISSIONER

"In the past few years the concept of leadership has changed from the idea of the 'born' leader, to the idea instead that leadership is a shared function, each member of a group being responsible for assuming his share of the leadership load."

This is one of the major premises of a booklet, *So . . . You Serve on a Board,* which represents a long-term study on how board members can best serve the agency for which they set policy. Prepared by the Volunteer and Welfare Information Service of Pasadena, the booklet is directed toward board members of unofficial civic and welfare agencies but it offers tips that apply just as well to commissioners of housing and redevelopment agencies.

"In forming policies and making decisions," the booklet notes, "the ideal board functions as a well-integrated group—its product, group thought . . . Group thinking requires a definite technique compounded of planning, ingenuity, and tolerance." It is pointed out that differences of opinion, if wisely dealt with, "can be made to work for the good of the board and the agency." But it is not through "domination" (forcing one opinion on all) or "compromise" that the desired results can be achieved; the answer, according to the booklet: "integration"—decisions reflecting the "thinking of each individual in the group."

"Clearly the ideal of group thinking cannot be left to chance. Every member of a group will first recognize it as a challenge and then work patiently to develop the necessary skills," the Pasadena study notes. And it goes on to describe the attitudes and training that go into preparing a board member for valuable participation. Emphasis is placed on a commissioner's loyalty to the agency he serves and enthusiasm for and belief in the cause. Also important, according to the booklet, is training, which includes, not only the initial indoctrination to the agency programs and policies but also a willingness to keep up-to-date on happenings in the field by reading reports, participating in regional and national meetings, and by keeping in touch with changing needs in his community.

Here are some of the "criteria for self-evaluation of board membership" the Pasadena Information Service came up with: (1) Do I have interest in purpose of board? (2) Do I have proper attitudes? (3) Do I keep informed and take advantage of any available training? (4) Do I attend meetings regularly and participate effectively?

PACIFIC COAST COMMISSIONERS HOLD SERIES OF DISCUSSION CLINICS

"Mr. Housing Commissioner, meet Mr. Hogenson. Mr. Hogenson . . . Mr. Commissioner."

This in effect was the initial introduction of 20 Pacific Southwest housing authority commissioners to urban renewal in the person of Harris O. Hogenson, field representative of the Housing and Home Finance Agency in Los Angeles, at a meeting sponsored by NAHRO's Pacific Southwest Regional Council in Los Angeles last November.

The meeting was the second in a series of "commissioner clinics" designed to keep board members of west coast housing authorities abreast of developments. Under leadership of the council's commissioners committee (E. Robert Squires, Oxnard, chairman), the series has become the west coast counterpart of the Middle Atlantic Regional Council's annual commissioners workshop (see January JOURNAL, page 28).

Urban renewal was on the agenda of the Los Angeles clinic along with discussion of public housing vacancies, the merging of small authorities, and housing for the aged. On the urban renewal subject, the commissioners learned about the role of public housing in connection with this larger program and got a rundown on the "workable program" requirements that communities must meet to get federal urban renewal aid. Their interest was so stimulated that they recommended the subject be placed on the agenda of the next clinic, scheduled for Fresno this month.

The southwest commissioner clinics are set up on a localized basis; that is, with board members and executive directors invited from a short driving radius. Accessibility of the meeting places and the fact that the meetings are held to one day, cutting down time away from business, are specified as reasons for the popularity of the clinics.

THREE COMMISSIONERS HONORED FOR LONG HOUSING SERVICE

Three commissioners honored in testimonial affairs arranged by fellow townsmen during the past few months have rendered service to public housing which, when placed "end to end," totals close to half a century: *R. Redding Stevenson,* who has the longest service of the three—17 years—retiring as chairman of the housing authority of Little Rock; *Sam S. Knight,* also retiring after 14 years' service to the Housing Authority of the City of Waco; *William J. George,* chairman of the Housing Authority of the County of Merced—who will continue his work, having passed his fifteenth milestone with the agency. Three different professions are represented in the three commissioners: Mr. Stevenson is a realtor, Mr. Knight the president of a business college, and Mr. George a retired banker.

Realtor Stevenson was honored by the Little Rock authority staff and commissioners at a special ceremony and luncheon session this month and was presented with a leather-bound book carrying testimonials from local and state civic leaders, as well as from national figures in the housing and urban renewal field.

Mr. Stevenson's experience with public housing, according to a newspaper biography, began with opposition to it (see April 1954 JOURNAL, page 136). Back in 1940, when he was president of the Little Rock real estate board, he supported a close friend as candidate for mayor. The campaign was successful and the mayor, on taking office, came out in support of establishing a public housing program, much to Mr. Stevenson's dismay. To his greater dismay, the mayor appointed him to the chairmanship of the new housing authority, which he agreed to take on as a kind of "policeman," as he put it, "to help see that the agency

(Continued column one, page 142)

THE NAHRO PRESIDENT'S CORNER

KNOX BANNER SAYS . . .

One half of my year of self-education has been completed. I now have only six months left in which to learn and to do everything I should as your president. So far, this year has been for me a busy and most interesting one. My three major reactions at this half-way point are: (1) I have been delighted at the response and achievements of those of you who have accepted major assignments; (2) I have been disturbed by some sharp differences of opinion but have consoled myself by recognizing that such differences are generally a normal part of a healthy, vital organization such as NAHRO; (3) I have learned that, in the interests of my time schedule, I need to make everything I do serve as many purposes as possible.

So, in this latter connection, it occurs to me that a talk I recently made before the Arkansas Conference of Social Work on the question of housing for the aged as related to our housing authority might well be the basis for my column this month. It was well received by the state conference and it is my thought that it will be of interest to all of you in NAHRO and that some of the points raised are pertinent to your communities. Here's what I said.

The aging person in our society is simply a human being with an additional problem created by his aging. If we can keep ourselves aware of that fact, our society can adjust properly to meet the changing times.

Some of us youngsters can barely remember when one or more elderly relatives was a normal part of almost every family. A grandparent or an aunt was the usual family dependent. But in our society then, such living arrangements quite often benefited the family and this so-called dependent equally. Those days were, of course, B. T. and B. E. T.—Before Television and Before Easy Transportation; also the days of larger houses and smaller mortgages—and of filial responsibility.

Changing times have created many problems and those of the aged are perhaps the greatest from a social and human standpoint.

Let me hasten to assure you that I am not advocating a return to "the good old days." To do so would be both undesirable and impossible. We must, however, recognize the new problems—and the many old ones remaining—for people of all ages. Our special interest in this meeting is with the aging—and with what is probably their second greatest problem—somewhere to live.

I shall not attempt to deal with the problem as it relates to the some 15,000 persons here in our metropolitan area who have passed the threescore mark. I do propose to deal briefly with those who are the special concern of the housing authority—the aging with the additional problem of inadequate income. I'd like to cite a few examples of both tenants and applicants so that we may better understand this additional problem.

Present Tenants

For example, among our present tenants are:

1—A single woman, age 75, has been a tenant for 10 years, has an income of $697.

2—A single woman, age 69, blind, receiving OAA and DPW, has no known relatives, a perfect housekeeper, income of $564.

3—Single male, age 69, wife died recently, income of $1380 from OASI.

4—Couple, age 64, receives veterans pension of $945.

5—Couple, age of head 69, receives $826 from OASI and children's contributions.

6—Couple, age of head 65, income from OAA and DPW $660.

7—Couple, age of head 61, disabled, two children, income of $612 for ADC, not old enough for OASI or OAA.

8—Couple, age of head 69, income from OAA and DPW $660.

9—Couple, age of head 60, bedfast, contributions from children $600, not old enough for any type of public assistance.

Pending

For example, our pending applications include:

1—Nonwhite couples with incomes ranging from $612 to $1700 primarily from OAA.

2—White couples with incomes ranging from $660 to $1700 primarily from OAA.

3—Nonwhite single persons with incomes ranging from $462 to $797 primarily from OAA.

4—White single persons with incomes ranging from $474 to $1194 primarily from OASI.

In summary, our low-rent housing projects now furnish decent, comfortable shelter, at prices within their reach, to 95 couples age 60 and over, and to 23 widows or widowers beyond that age. Thus, 10 per cent of our apartments are occupied by this group called "the aging." We could compare this proportion with the percentage the aging represents in our metropolitan population and perhaps righteously—but wrongly—assume an air of smugness. I can assure you that such is not our feeling. We have a deep concern for this growing problem, which is further complicated by our rather extensive slum clearance and urban renewal program, by which we displace many families. Our greatest problem here is with the aged with deep roots—even in the slums—and deep memories. Here is perhaps our greatest human challenge.

I began our discussion by saying that housing is the second greatest problem of the aging. Let me close by reminding ourselves of the greatest problem of the aging—the same problem that exists from birth to death for each of us—the need for a sense of belonging, a sense of being liked and liking, and public recognition and appreciation when deserved.

Is this statement a pretty fair appraisal of the problem of housing the aged in your community? Are you doing something about it—or are you behind the way we are?

Knox Banner, April 1957

NAHRO SALUTES . . .

members of NAHRO and subscribers to the JOURNAL OF HOUSING who passed 20-, 15-, 10-, and 5-year anniversaries with the Association during the month of March.

20 years or more

Charles Abrams
New York, New York
American City Magazine
New York, New York
Ellis Ash
Baltimore, Maryland
Tracy B. Augur
Washington, D. C.
William A. Berridge
New York, New York
Wilson Borland
Pittsburgh, Pennsylvania
C. E. Campeau
Montreal, Canada
Committee on Housing,
Bureau of Public Affairs
New York, New York
Jacob L. Crane
Annapolis, Maryland
Carl L. Feiss
Washington, D. C.
Joseph H. Fink
Brooklyn, New York
Ernest M. Fisher
New York, New York
Raymond A. Fisher
Edgewood, Pennsylvania
Sergei Grimm
Syracuse, New York
John Ihlder
Washington, D. C.
Institute of Public Administration
New York, New York
William Lescaze
New York, New York
Mrs. Newcomb T. Montgomery
Philadelphia, Pennsylvania
Joseph Nevin
Newark, New Jersey
New York Public Library
New York, New York
New York School of Social Work
New York, New York
Philadelphia Housing Association
Philadelphia, Pennsylvania
Ira S. Robbins
New York, New York
Rochester Public Library
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Martha Rogin
New York, New York
James F. Steiner
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Nathan Straus
New York, New York
Warren J. Vinton
Chevy Chase, Maryland

15 to 19 years

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Allentown, Pennsylvania
George W. Biro
New York, New York
George L. Bliss
New York, New York
Bureau of Urban Research
Princeton, New Jersey
Paul M. Campbell
Greenbelt, Maryland
Citizens Council on
City Planning
Philadelphia, Pennsylvania
Citizens Planning and Housing
Association
Baltimore, Maryland
Thomas C. Desmond
Newburgh, New York
George R. Genung
Forrest Hills, New York
Thomas W. Golden
Schenectady, New York
Gordon Howard
Alexandria, Virginia
Leo Grebler
Washington, D. C.
Sidney G. Handler
Harrisburg, Pennsylvania
Syl T. Hidinger
Pittsburgh, Pennsylvania
Pauline G. Hill
Atlantic City, New Jersey
Morton Hoffman
Baltimore, Maryland
Loula D. Lasker
New York, New York
Bernard E. Loshbough
Washington, D. C.
Park C. Mason
Shrewsbury, New Jersey
Warren J. Matson
Pittsburgh, Pennsylvania
J. M. Miller
Nashville, Tennessee
J. Marshall Miller
New York, New York
Morris Miller
Washington, D. C.
John N. Mitchell
New York, New York
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Brooklyn, New York
Mrs. E. B. McKenna
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Max Nurnberg
Pittsburgh, Pennsylvania
Hugh R. Pomeroy
White Plains, New York
William L. Poulson
New York, New York
William V. Reed
Bayamon, Puerto Rico
James Ring
Washington, D. C.
Samuel Schooler
Bronx, New York
Robert D. Sipprell
Buffalo, New York
Rutcher Skagerberg
Washington, D. C.
Richard L. Steiner
Baltimore, Maryland
Sullivan Library
Philadelphia, Pennsylvania
William J. Sutcliffe
Buffalo, New York
William C. Vladeck
New York, New York
Ralph Walker
New York, New York
Robert A. Watson
Atlantic City, New Jersey
Robert Weinberg
New York, New York
Judge Edward Weinfeld
New York, New York
Harry B. Weiss
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Sumner K. Wiley
Washington, D. C.

10 to 14 years

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New York, New York
H. S. M. Carver
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Arlington, Virginia
A. Edward Chapman
Pittsburgh, Pennsylvania
Henry Cheikes
Brooklyn, New York
Henry S. Churchill
Philadelphia, Pennsylvania
Louis Danzig
Newark, New Jersey
J. R. Dunkerley
New York, New York
George J. Dunn
Philadelphia, Pennsylvania
Sarah Shelby Dunn
Washington, D. C.
A. C. Edgecombe
Beaver, Pennsylvania
Herman Edwards
Washington, D. C.
Doris Hall Evans
Pittsburgh, Pennsylvania
Louis R. Everett
Baltimore, Maryland
Joseph Friedman
New York, New York
Esther W. Ginsburg
Brooklyn, New York
Flora Y. Hatcher
Washington, D. C.
William H. Healey
Lansdowne, Pennsylvania
Hal Holker
Levittown, Pennsylvania
IBEC Housing Corporation
New York, New York
Eleanor Johnson
New York, New York
Meyer Levitan
Brooklyn, New York
Charles L. Levy
Washington, D. C.
Jon Magnusson
Alexandria, Virginia
Martin Meyerson
Philadelphia, Pennsylvania
Micklewright & Mountford
Trenton, New Jersey
Morningside Heights, Inc.
New York, New York
William F. Knop
Baltimore, Maryland
National Association of Real
Estate Boards
Washington, D. C.
National Capital Planning
Service, Federal District
Commission
Ottawa, Canada
Philadelphia City Planning
Commission
Philadelphia, Pennsylvania
Pratt Institute
Brooklyn, New York
Queen's University Library
Kingston, Ontario, Canada
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Arlington, Virginia
Marie Robinson
Portland, Oregon
J. W. Rowe
Bradshaw, Maryland
Milton Saslow
New York, New York
Bert Seidman
Washington, D. C.
Fred Senechal
Vancouver, Washington
H. F. Springhorn
New York, New York
Leo Stern
Pittsburgh, Pennsylvania
Maxwell H. Tretter
New York, New York
United States Department of
Labor Library
Washington, D. C.
Arthur T. Worley
Washington, D. C.
Grace Young
Skaneateles, New York

5 to 9 years

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Gladys B. Araumburo
New York, New York
Irwin Baron
New York, New York
Mabel G. Bennett
Fort Worth, Texas
Richard K. Bernstein
Hicksville, New York
Murray M. Bisgaier
New York, New York
Lawrence N. Bloomberg
Washington, D. C.
Brown & Guenther
New York, New York
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Washington, D. C.
Arnold Busck
Postkontor, Denmark
Isadore Candeub
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Connellsville, Pennsylvania
Community Council of Greater
New York
New York, New York
Fulton I. Connor
Johnstown, Pennsylvania
Robert L. Coutts, Jr.
Morristown, New Jersey
Leah C. Deghan
New York, New York
W. M. Dehaven
Philadelphia, Pennsylvania
Department Church Planning and
Research, Protestant Council
New York, New York
Department Social Education
& Action
Philadelphia, Pennsylvania
Stella C. Dixon
Atlantic City, New Jersey
Mason C. Doan
Silver Spring, Maryland
Elizabeth H. Drew
Ossining, New York
Lottie Fairbrook
Flushing, New York
Miriam Feldman
Bronx, New York
Robert F. Ferguson
Baltimore, Maryland
D T. Finch
Wilmington, Delaware

(Continued on page 142)

NAHRO SALUTES— *(Continued from page 141)*

5 to 9 Years—Continued

Rubin Finklestein
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Harvey Fitts
Ephrata, Washington
William C. Flumer
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Trenton, New Jersey
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Washington, D. C.
Benjamin Macson Gruzen
Maplewood, New Jersey
Joseph Guandolo
Bethesda, Maryland
Harold Harper
Birmingham, Alabama
Albert J. Haskell
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Chester N. Hayes
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H. R. Hendrickson
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Harrison, New Jersey
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New York, New York
National Retail Lumber Dealers Association
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Urban League of Pittsburgh
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David A. Wallace
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Carolyn B. Weaver
Wilmington, Delaware
Weiss & Klau
New York, New York
Irving Wise
New York, New York
Thomas W. Zito
Bayonne, New Jersey

COMMISSIONERS—

(Continued from page 139)

. . . didn't get into competition with the real estate business." Experience with the public housing program and the authority's subsequent branching out into slum clearance and redevelopment, changed Mr. Stevenson's point of view to one of staunch support of government aid in this area. He expressed this advocacy nationally through NAHRO and the National Housing Conference, which he served both as board and committee member over a period of years. Resolutions in appreciation of his regional and national service were adopted last year by both NAHRO's Southwest Regional Council (see June 1956 JOURNAL, page 223) and the national membership.

Mr. Knight's retirement from the Waco authority was marked by a special ceremony, too, during which one of NAHRO's certificates of commendation for long housing service was presented. The Waco authority administers a present program of 392 units, with development of another 400 units now under way.

Mr. George's 15th anniversary with the Merced authority was made the occasion for a testimonial dinner in March attended by local civic and business leaders. A NAHRO certificate of service was presented by the regional director of the Public Housing Administration during the ceremonies. In his response to the honors paid him, Mr. George reminisced about the authority's past, recalling that during World War II, Merced, a community of 7000 in central California, helped ease the housing shortage for military personnel stationed nearby by providing 200 house trailers. Local business houses guaranteed interest-free loans to make this housing possible—and the units later came to the aid of homecoming veterans as temporary housing. In addition, the authority, which operates on a county-wide basis, manages 160 units of low-rent permanent housing.

Court Decisions

Prepared by

MORRIS MILLER

Member of the law firm of Scott W. Lucas, Washington, D. C.

NEW YORK TENANT FALSIFIES INCOME; LIABLE FOR FULL RENT

A tenant in a New York City Housing Authority project admitted that in his application for a dwelling unit and in his subsequent financial statements there were many deliberately false statements made.

The New York City Housing Authority brought an action of fraud and deceit against the tenant, asking for an amount representing the difference between the maximum rent for the unit occupied by the tenant and the actual rent paid by the tenant during the entire period of his occupancy. It appeared that the NYCHA had adopted a resolution in which the right to recover this difference was spelled out if a tenant made a material misrepresentation. It also appeared that no formal notice of this resolution had ever been given. Nevertheless, because the law (under which the resolution was adopted) was an essential part of all contracts of tenancy, a municipal court of the City of New York in a December 21, 1956 opinion in *New York City Housing Authority* v. *Arthur Stern and Blanche Stern*, held for the authority, the court saying that the statutes "are broad enough without notice to the defendants, written or otherwise, to justify the authority's action here and to entitle it to the relief herein sought."

CONTRACTOR REFUSED DAMAGES AS RESULT OF SITE RELEASE DELAY

The contract between the Housing Authority of the City of Passaic, New Jersey and a contractor contained a provision that, should the entire site (a slum) not be released to the contractor by August 25, 1952, the time for completing the work would be extended by the number of days the delivery had been delayed. Full site delivery was not made until January 20, 1953. The delay in site delivery, contended the contractor, resulted in $159,541 in damages, for which he sued. Nothing doing, said the appellate division of New Jersey's superior court in its October 25, 1956 opinion in *Kaplen & Son, Ltd.* v. *Housing Authority of the City of Passaic*.

"It is entirely plain to us that in language as clear and unambiguous as could fairly have been employed for the purpose the very contingency upon which plaintiff predicates its cause of action was contemplated by the parties and that it was expressly stipulated that in such case plaintiff should have no claim for damages but only a corresponding allowance of time to complete the contract. Such an allowance it has been granted. Any construction of the agreement which would give it the damages it seeks here would, in effect, put it unfairly and discriminatorily, and therefore illegally, in a better position than that which it voluntarily chose to enter into, and better also, than that which all public bidders, actual and potential, for the contract awarded to plaintiff, presumably weighed and analyzed before submitting their bids."

BLIGHT FINDING NOT SUBJECT TO REVIEW, CALIFORNIA COURT SAYS

A recent California case, decided by the second appellate district on January 28, 1957, once more repeats the expression found in a series of cases to the effect that the administrative finding of blight, when supported by evidence, is not subject to judicial review, except for fraud or arbitrary action. This was the conclusion in *Berman* v. *Parker* (see December 1955 JOURNAL, page 445); *Kaskel* v. *Impellitteri* (see June 1954 JOURNAL, page 197); *Schenck* v. *Pittsburgh* (see May 1950 JOURNAL, page 162); *Stockus* v. *Boston Housing Authority; Starr* v. *Nashville Housing Authority* (see January JOURNAL, page 31).

The facts in the case of *Babcock* v. *Community Redevelopment Agency of the City of Los Angeles, et al* indicated that the taxpayer in plaintiff owned "adequate facilities" in an area marked for redevelopment. Nevertheless, the court held that "the test is the area as a unit and not two dwellings located in the area." The case also is authority for the proposition that whether or not a project area is a blighted area is a conclusion of law and creates no issue of fact.

HOUSING CODE CONSTITUTIONALITY UPHELD BY OHIO COUNTY COURT

The question of the extent to which a housing inspector may have access to premises for the purpose of inspection and questions as to the constitutionality of a housing ordinance were exhaustively gone into by the common pleas court of Montgomery County, Ohio, in *Cogan* v. *City of Dayton, et al.*, in a decision handed down on January 4, 1957.

The plaintiff, the owner and operator of a rooming house in Dayton, had sought to enjoin the city from enforcing its housing ordinance and had set up a number of reasons why the ordinance could not be enforced against her. The principal objections were that the ordinance authorized housing inspectors, without prior knowledge of any violation, to inspect premises and that this authorization was arbitrary and unconstitutional because it violated the provisions of the federal and Ohio constitutions that prohibit unreasonable searches.

Another objection was that the ordinance was retroactive in that it authorized housing inspectors to require property owners to make extensive alterations and repairs that were not required by law when the buildings were constructed. In this case, the alterations and repairs, it was contended, would require the expenditure of $4500, an unreasonable and confiscatory amount, considering that the tax value of the plaintiff's property was set at only a little more than $5000. Another objection was that some of the requirements of the code have no real or substantial relation to the preservation of public health, morals, safety, and welfare.

In a lengthy opinion, the court disposed of most of the objections to the ordinance reported by the plaintiff. The court pointed out that the inspection called for by the ordinance is indispensable to the enforcement of municipal ordinances of the type here in question, that this type of ordinance was clearly authorized by the Ohio constitution and statutes, and that the constitutional protec-

(Continued column one, page 148)

New Maintenance Products

JOH-D1—PLASTIC GARDEN MULCH

Plastics, plastics—everywhere, substituting for every type of material: glass, brick, leather, metal, wood. And now . . . it's plastic in place of the compost heap! A synthetic garden mulch in the form of the plastic sheet pictured above is said to produce healthier and earlier plants . . . to practically eliminate weeding and to reduce watering up to 50 per cent.

Kordimulch—a black, porous plastic film—comes in rolls and is simply spread out over growing areas. Slits are cut in the material with a razor blade or knife and seeds are planted through the slits into the soil below. In addition, it is noted, bulbs and partially grown plants may be planted through *Kordimulch*. Loose soil is then placed around the edges of the plastic film to prevent it from being blown away during storms. Excess material may be tucked under or cut off to fit the plot.

The economies claimed for *Kordimulch* are in terms of material and labor saved in weeding and watering. Ground covered by the film is said to retain 50 per cent more moisture than uncovered plots. And weeds are said to be almost entirely eliminated.

Existing gardens may be covered with *Kordimulch* by unrolling the film over the plants, cutting off the excess material, slitting the film, and raising the plants through the slits. According to the manufacturers, *Kordimulch* does not have to be picked up to remove dead plants, as they can be pulled up through the original slits. The claim is that the plastic cover can be reused for as many as four years.

Kordimulch is available in 40-inch rolls 104 feet long—enough for 18 square feet—at a retail price of $5.95 per roll. Larger quantities are available from the manufacturer.

JOH-D2—WEATHERPROOF COATING

The answer to paint failures caused by moisture penetration and by cracks in walls is *Tuff-Kote*—claimed by the manufacturers to be a multi-purpose weatherproof and waterproof coating applicable for both exterior and interior surfaces.

Made of a chemically treated, combination of linseed, tung, and soy bean oils, *Tuff-Kote* is said to remain pliable in all kinds of weather, enabling its to expand and contract with cracks during changes in temperature.

The protective coating is also said to eliminate paint blistering and peeling caused by moisture, when used in combination with a glass fiber cloth. The glass fabric, which has a strength of 120 pounds per square inch, is said to be impervious to water and acids, thus will not rot or char. The *Tuff-Kote* and membrane combination is applied in this manner. A thin coating of the substance is spread on the surface in the cracked or moist area. A piece of the glass fiber is then cut to size and placed over the coating. After the wrinkles have been smoothed out of the fiber material, a second application of *Tuff-Kote* is applied.

Where *Tuff-Kote* is used on exterior surfaces that are exposed to the elements, it can be used either as a primer before painting or as a waterproof finish coat, it is suggested. Such exterior areas include window sills, porch posts, and drip caps over doors.

On the interior, *Tuff-Kote* can be used in bathrooms and kitchens. Using a special gun, it can be squeezed into mortar cracks between bathtub and wall, between tiles, and along counter tops.

Other suggested applications for *Tuff-Kote* are: for boiler and pipe cover repair, screen and storm door panel repair, sealing of metal window sash in concrete, waterproofing of coping at joints, and the stoppage of leaks in air ducts.

The protective coating can be tinted with oil paints to a desired matching shade prior to application. It is available in white and five colors—light grey, grey, green, buff, and brick red. The material can be obtained in special colors at a small additional cost, the manufacturers note.

JOH-D3—HOT SPRAY CONTROL

Like dialing a telephone . . . that's how simple it is to get the precise temperatures required for painting materials when using a hot spray heater. With the addition of "Dial - a - Matic" temperature and viscosity control to the *Viscomatic* heater (see February 1956 JOURNAL, page 69), paints can now be heated to any specified temperatures between 90 and 180 degrees merely by selecting the setting on an external dial.

According to the manufacturers, the temperature control device eliminates a former limitation of hot spray heaters—the special formulation of some materials prior to their use with the equipment. Such treatment was necessary because certain materials work best at high temperatures, while others are limited in temperature range, requiring a full heater range capable of easy adjustment and control. And that's just what's claimed for heaters equipped with the "Dial-a-Matic." Materials can be heated to the desired temperatures while the unit is operating.

All standard paint materials can be used with the spraying device, it is said, including lacquers, enamels, vinyls, epons, and oil base paints.

New Construction Products

JOH-D4—AWNING WINDOW LOCK

Save your strength and your temper when opening and closing awning-type windows — use *Sure-Lok* windows, said to open easily and to close and lock in one operation. All operations, including locking, are performed by using a single right-hand crank. There is no separate push-down locking catch opposite the crank.

Another advantage claimed for *Sure-Lok*: as the window is opened, the vents move outward in a vertical position to insure their clearing the weather seal before they move upward. Reduction of the "drag" on the weather stripping is thus said to increase effective sealing of the window.

The special design of the opening and locking device is claimed to eliminate twisting and racking of the window because the operating pressures are absorbed by the sash arms. The result: windows remain tight-fitting for years. Points bearing the stress of operation or corrosion are fitted with stainless steel rivets and pins. Gliders and bearing blocks are made of nylon, said to insure smooth operation.

Because of the absence of a separate locking device, it is claimed that there is no possibility of damaging the opening mechanism in an attempt to open the window without first unlocking it.

JOH-D5—TILE SPACER

Here's a device for spacing drain tiles ¼-inch apart as prescribed by building codes: *Spacer Flow Lock Ring*, a metal disc with formed prongs that space tiles the necessary distance apart. Not only do the rings perform a spacing function but, in addition, keep adjoining tiles in alignment.

According to the manufacturers, the rings were tested and found 100 per cent effective when used in all types of soil. In other tests, the tile was covered with earth both by machine and hand methods and, the claim is, when the piping was uncovered, the tile was still properly spaced and in alignment.

It is claimed that the use of the ring will allow clay tile to be used in place of the more expensive glazed bell-end tile. In addition, the *Spacer Flow Lock Ring* is said to decrease the installation time, to prevent dirt from falling into the tile, and to provide proper drainage or absorption.

JOH-D6—ALL-IN-ONE ROOF

Here's a case where raising the roof can be shown to be a time and money saving operation—not a wasteful display of temper. All at one time, a complete roof deck can be installed—plus a finished ceiling for open-beam construction—and plus insulation against heat or cold. The three-way job is done with a new *Insulating Roof Deck Slab*.

The deck is a rigid roof slab made of three or more laminations of wood fiber board bonded together with a strong adhesive compound. The underside of each slab is factory finished with a fire-resistant white paint, which eliminates need for further decoration and provides an attractive finished ceiling. Being of wood fiber construction, the slab serves as effective insulation against summer heat or winter cold. Structurally strong, the *Insulating Roof Deck Slab* provides a sturdy roofing base for either asphalt shingles or built-up roofing.

The slabs are 2 feet wide by 8 feet long. Thicknesses are 1½ inches, 2 inches or 3 inches, depending on amount of insulation required. The long edges have an inter-locking joint. The short edges have a simple step joint.

Deck sections fit each other without sledging or shifting. They are dropped into place with one motion and are nailed directly to the roof frame members.

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Check the "JOH" numbers below that match the items on pages 144 and 145 on which you would like full technical literature. Then send this coupon to the JOURNAL OF HOUSING, 1313 East 60th Street, Chicago 37, Ill.

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- ☐ JOH-D2—Weatherproof Coating
- ☐ JOH-D3—Hot Spray Control

NEW CONSTRUCTION PRODUCTS

- ☐ JOH-D4—Awning Window Lock
- ☐ JOH-D5—Tile Spacer
- ☐ JOH-D6—All-in-one Roof

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PRIME AND PERTINENT

Prepared by Marion Massen

A WHOLE BUNDLE OF BOOKS has turned up for this month's column that have more to do with the editorial on "aesthetics of city rebuilding" in the February JOURNAL than with the "Troublesome Families" who are the theme of this JOURNAL—though who is to deny that there *may* be a connection between disharmonious city environment and disharmony in the home? At any rate, the recognition of need for comeliness and harmony in the building or rebuilding of cities has burst into print on many sides. It's interesting to see that some of the "print"—like *Building, U.S.A.* and *Counter-Attack* (see below)—is directed particularly to the public as well as the planner and redeveloper because of the realization that without enlightening the people in general on what is going on about them in building, the battle for betterment isn't likely to be won.

Key: (B) book; (M) magazine; (N) newspaper; (P) pamphlet or "paperback."

NEW FROM NAHRO

STATEMENT OF URGENCY OF NEED FOR STRONGER RELATIONSHIP BETWEEN LOCAL WELFARE AGENCIES AND HOUSING AND URBAN RENEWAL OFFICIALS: Summary of Discussion by the Joint Committee on Housing and Welfare, co-sponsored by NAHRO and the National Social Welfare Assembly, March 11-12, 1957, Cleveland, Ohio. 3 pp., mimeo. Free to members on request. National Association of Housing and Redevelopment Officials, 1313 East 60th Street, Chicago 37, Illinois. (P)

Includes results of survey on extent to which public housing authorities, redevelopment agencies, public welfare departments, and councils of social agencies are working together. Sets up goals for deepening the relationships and suggests some ways to begin.

URBAN AESTHETICS

BUILDING, U.S.A.: The Men and Methods that Influence Architecture in America Today, by the editors of *Architectural Forum*. 1957. 147 pp., illustrated. $3.95. McGraw-Hill Book Company, Inc., New York, New York. (B)

A kind of rationale for why our country is *not* a model of handsome buildings and comely cities comes about in this series of 10 essays on 10 aspects of the building industry. "The oddest experience in writing this book," say the editors, "was in finding how little was known by many members of the building industry teams about their own effect on the total quality, shape and performance of finished buildings." Here the reader has the whole of "the tough and beguiling enterprise of building": the "system" as forced by today's society, the realtor, the lender, the contractor, the labor force, the manufacturer, the engineer, the corporate client, the public, the architect. After reading the 10 chapters, it will be plain that the architect (or the planner) will have to work hard to attain the driver's seat in the effort for better building and that the public, by learning to look and *see* what's going up could have quite an important catalytic role to play. The essays appeared originally as articles in *Architectural Forum*.

COUNTER-ATTACK AGAINST SUBTOPIA, by Ian Nairn. 1957. 81 pp., illustrated 12s, 6d. The Architectural Press, London. Available at $2.25 from American Society of Planning Officials, 1313 East 60th Street, Chicago 37, Illinois. (B)

A sequel to *Outrage* (see November 1956 JOURNAL, page 404), which set the English press and public on their ears and gained plentiful response from those who want to make amends for the aesthetically ruined town- and countryscape but have no ammunition. This book—a reprint of a special number of the British *Architectural Review* for December 1956—gives the ammunition in simple terms: "Sane" design has four plain points—(1) determination of what is being dealt with—country, town, metropolis—and keeping it in character; (2) removal of all clutter; (3) no waste of space; (4) camouflage of any elements that cannot be brought to order. The book gets specific to the point of showing how to lop off a tree and how to choose a well-designed lamp-post.

It's English landscape and English laws and regulations that figure in this casebook, of course, but the language of design is applicable to us in the United States. And it's very clearly put, so that the arguments for good visual planning can be learned, retained, and passed on by any person interested in helping along the appreciation of well-made surroundings.

TOMORROW'S LANDSCAPE, by Sylvia Crowe, F.I.L.A. 1956. 207 pp., illustrated 21s. The Architectural Press, London. Available at $3.25 from American Society of Planning Officials, 1313 East 60th Street, Chicago 37, Illinois (B)

Practical advice, again for England, but worth our listening to, on how to preserve the remaining beauty of town and country in view of the growing density of population and the large scale of industrial undertakings. Here's a quote from the chapter on "Landscape in the Town": "The role of landscape within the town is to be the complement of architecture and to contribute to the happiness of urban life. . . . Whatever our solution may be, it cannot lie in repeating exactly the pattern of the past, nor in taking wholesale the ideas of other countries, but in seeing clearly which points in each will meet our present needs and evolving an individual solution for every set of circumstances."

TOWARD NEW TOWNS FOR AMERICA, by Clarence S. Stein. Revised edition, 1957 (first published 1951). 263 pp., illustrated. $10. Reinhold Publishing Corporation, 430 Park Avenue, New York 22, New York. (B)

This book, by one of the long-experienced architect-planners who, with the late Henry Wright, designed the first garden-cities in the United States, was first published in 1951 but is being brought out again because of its usefulness to those working in housing and urban renewal. It's mainly history and analysis of the thinking and planning (and frustrations) that went into Sunnyside, New York; Radburn, New Jersey; Baldwin Hills in Los Angeles; and the three greenbelt towns of the depression years. But in it are ideas redevelopers within cities can profit from knowing, such as the effect of mixing types and heights of houses, the amount and placement of green space in superblocks.

WILL DOWNTOWN FACE UP TO ITS FUTURE?, by James W. Rouse, in *Urban Land* for February 1957. 6 pp. $1. Urban Land Institute, 1200 18th Street, N.W., Washington, D. C. (P)

Thoughts from a Baltimore real estate developer and mortgage broker, with stature as a civic leader, on how downtown—instead of losing out to the suburbs—can become the strong and desirable heart of the city. Important advice: "Downtown must be made beautiful as well as convenient. We must give the heart of our city a soul—spaces in which people can drift, relax, smile, contemplate and enjoy the living, working, shopping for which they are there."

THE NATURE OF CITIES: ORIGIN, GROWTH, AND DECLINE, by L. Hilberseimer. 1955. 286 pp., illustrated. $8.75. Paul Theobald & Company, Chicago, Illinois. (B)

This treatise replaces an earlier book by Professor Hilberseimer, city planner, that was published in 1944 and is now out of print. Treated in the first two sections are: (1) a history of city types (stone age settlements, Italian hilltowns, oriental capitals, the Greek "polis"); (2) a tracing of the "patterns" of cities (the shaping of cities to sites, to function, to the aspirations of its citizens). The final section, devoted to cities of our industrial age, expresses ideas for replanning leaning toward decentralization and a regional approach. It is theoretical rather than working with "as is" conditions.

MANAGEMENT

PROBLEMS OF FAMILY LIFE, edited by Maxwell Stewart. 1956. 227 pp. $3.50. Harper and Brothers, 49 East 33rd Street, New York 33, New York. (B)

What were originally 10 "Public Affairs" pamphlets have been combined in this collection of helpful advice by au-

thorities in the family relations field. Among article titles: "Working Wives and Mothers." "Broken Homes." "Mother-in-Law and Grandmother." "When Parents Grow Old." Good for the housing manager's library.

ADOLESCENCE WILL BE LIKE THIS, by Helen Rapp, in *Recreation*, February 1957, pp. 41-42. 50 cents. National Recreation Association, 8 West Eighth Street, New York 11, New York. (M)

A straight-talking reminder that physical changes in boys and girls moving through adolescence occur at a most uneven rate; thus leaders of teen-age groups will do well to regard this factor as of great importance in understanding and dealing with these youngsters—and in arranging programs for them. The content of programs matters less, says Miss Rapp, than the ability of adult community center leaders to bear up with unpredictability, gangs, crushes, self-interest, need for praise, and other characteristics of most teen-agers—and, withal, retain faith in their futures. She recommends, when patience wears thin, that these leaders remember themselves as high-school sophomores!

LOOKING FORWARD TO SCHOOL. No. 4 in "Assurance of a Fuller Life" series issued by the Medical Department of the Equitable Life Assurance Society of the United States. 1956. 48 pp. Available free on request, and in quantity, Bureau of Public Health, Equitable Life Assurance Society of the United States, 393 Seventh Avenue, New York 1, New York. (P)

Housing management personnel working with parents of pre-schoolers may find this booklet useful to distribute at the end of summer, just before school starts. Posters available, too, to call attention to the booklets. (See note on first-aid guide in January 1957 JOURNAL, page 35.)

GENERAL

HOW TO USE AUDIO-VISUAL MATERIALS, by John W. Bachman. 1956. 60 pp. $1. Association Press, 291 Broadway, New York 7, New York. (B)

There are lots of "how to use" books about audio-visuals. This compact one, written for the YMCA, tells the whole story: when they are useful, types that can be used, how to utilize them effectively, and how to plan for others to use them. Good "further reference" list at the end of each chapter.

BASIC PRINCIPLES OF PARLIAMENTARY LAW AND PROTOCOL, by Marguerite Grumme. 1955. 68 pp. $1. Marguerite Grumme, 3830 Humphrey Street, St. Louis 16, Missouri. (P)

A real pocket-size (about 4" x 5") manual, complete and authentic, on the base of Roberts Rules of Order, written by a registered parliamentarian. Besides the "rules," the book contains suggested meeting and convention agenda, a simplified chart on motions and their progress, an outline of club protocol and protocol for the speaker. Anyone who has to chair a meeting would find this a nice little crutch to help along the way.

IN THE NATIONAL MAGAZINES . . .

Two critical analyses of the housing situation and a paean of praise for the success of Toronto's three-year old metropolitan government catch the eye in April issues of national magazines.

"Fortune"

The title—"Housing: The Stalled Revolution"—gives the pitch for an article in *Fortune Magazine* for April. It's not just tight mortgage money—serious for the big builders especially—but a variety of causes that is contributing to the slowing down of the homebuilding industry, which two years ago gave promise of an " 'ever normal' housing boom," according to the article. The deeper causes include a set of reasons within reasons: (1) the building industry's decision to abandon the low-income market because it decided volume building could be kept up only by a "more-house-for-more-money" approach; (2) abandonment of the lower-cost market because of the mounting cost of land—now 20 per cent of the value of the house instead of the 10 per cent it used to be—and community policy common across the land to upgrade improvement requirements for builders with respect to roads and streets, lot sizes, plumbing codes; (3) credit restrictions dating back to the Korean war years that called for higher down payments and shorter terms.

For crystal-gazing: Will the consumer match his desire for more house by spending more of his disposable income to get it? Can more mortgage money be got and, if so, will it do the trick? Can a new type of debt instrument be developed that will broaden the mortgage market? What does the industry propose to do about community facilities? Where will the land be found to build on?

Needed to help find sound answers, say authors Emmet Hughes and Todd May: a review of national fiscal and monetary policies and a national study of basic statistics of the homebuilding industry.

"Architectural Forum"

Architectural Forum (April) takes a long look back over 25 years at federally-aided housing: public housing, the Federal Housing Administration, urban renewal, the Housing and Home Finance Agency as a coordinating body—the lot—and theorizes that today the program suffers from a "fear psychosis." Cause: a hangover from the FHA "scandals" of the 608 program (minor); and a "deep-rooted insecurity" because, as it has grown out of crises in an *ad hoc* manner through the depression and war years, "no one knows where the program is—or should be—going" (major and fundamental).

After citing chapter and verse about the weakness of FHA in stimulating rental housing (except for 608); the slow acceptance of cooperative housing; the crippling of public housing "by federal lassitude and private sniping"; the complexities of Title I before the 1954 amendment; "distrust toward municipal agencies" on the part of HHFA and FHA—the cure proposed is: a re-examination of the total problem and a probable recasting of policies: something that will happen within the next year, *Architectural Forum* predicts.

"The Reporter"

Robert Bendiner, contributing editor to *The Reporter*, crossed the Canadian border to Toronto to see why the city has been besieged by delegations and inquiries about its "Metro" government . . . and stayed to write a laudatory article for the April 4 issue.

Toronto's pioneering "metro-consolidation" three years ago made a federation of one large city, three villages, four towns, and five urbanized townships stretching over 240 square miles, its population evenly divided between the city and its suburbs. Each community retains its local government and identity but all services requiring planning, unification, and financing on an area-wide scale are functions of "Metro." Amalgamation, with incorporation of the towns into the city, was first proposed but was not acceptable.

Problems "Metro" will have to tackle: extension of Toronto's 4½-mile subway and other rapid transit; long-range planning; a housing shortage (there is a Metropolitan Housing Authority); freshening up of the old downtown Toronto; more parks.

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COURT DECISIONS—

(Continued from page 143)

tion referred to in the complaint related to *unreasonable* search and seizure. Furthermore, the court could find no authority for the proposition that the search and seizure provisions of the federal and Ohio constitutions have any application to the inspection provisions of building, housing, health, fire, and other municipal ordinances.

As to the charge of retroactivity, the court examined the history and case law of the police power and ended up with the conclusion that ordinances requiring new or additional safeguards for a building that were not required when the building was originally constructed are a valid exercise of the police power and enforceable if such facilities and safeguards are reasonably related to the elimination of hazards to safety and health.

The $4500 expenditure that the plaintiff said would be necessary to meet the inspector's notice the court found excessive and thought that the corrections could be made for an amount between $1700 and $2250, an expenditure not confiscatory since it amounted to less than 20 per cent of the value of the property.

The court also dismissed the plaintiff's other objection by concluding that the ordinance was reasonable and that the regulations were of uniform application throughout the city.

There were, however, procedural defects, the court said, in that the ordinance requires the inspector to identify himself, requires the notices to be executed in a specific form and in mandatory language, and authorizes appeals to an appeals board, which was not then in existence. Accordingly, the court concluded that:

". . . Housing Ordinance, both as to those provisions complained about, and as a whole, is a reasonable, necessary, valid and constitutional exercise of the police power, and is substantially related to the public health, sanitation, safety, welfare and morals.

"The notices served on plaintiff, being insufficient to constitute legally enforceable notices or orders, and having been served at a time when no housing appeal board was in existence, were not intended to be, and cannot be the basis of any proceedings provided by the ordinance, for the enforcement thereof or for the imposition of a penalty against plaintiff or any other person similarly situated."

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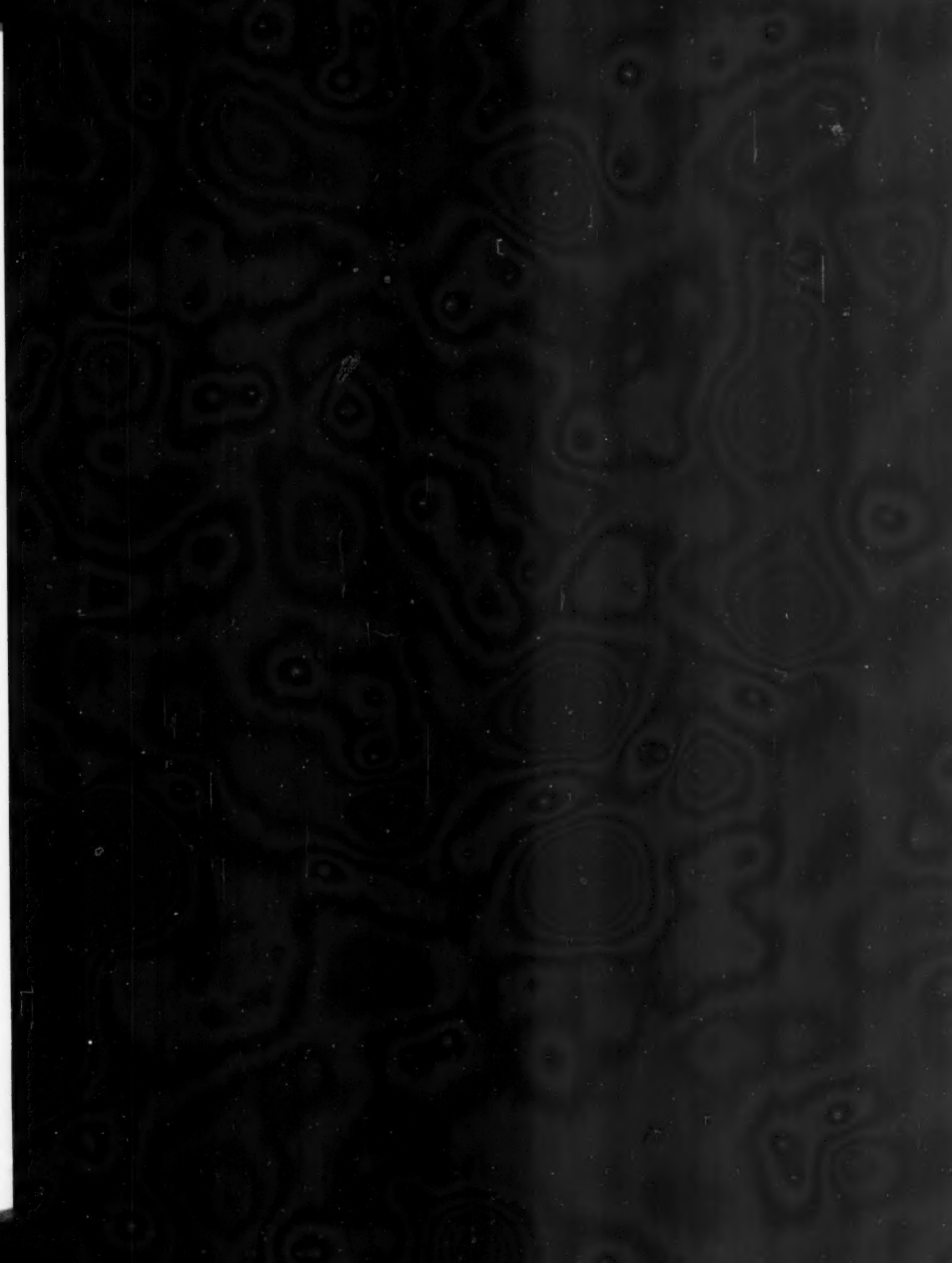
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